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ABSTRACT

A lack of data continues to hinder efforts to cure the problems of poverty areas. This project was designed to determine possible means to gather the needed data, so that program planners could make decisions based on facts rather than intuition. Although this is a case study of an inner-city poverty area of Philadelphia, the need for data and the methodology for establishing a manpower information system are discussed in a broad perspective, so that the experience can be generalized to describe any similiar urban areas. The second part of this report compares alternative sources of manpower data for the area. By focusing attention on the data systems of large public agencies, such as educational and law enforcement services, the researchers found a vast quantity of untabulated data. Similarities discovered in types of data gathered and in problems encountered by the different agencies indicate that a good potential exists for interagency cooperation to provide efficiently an improved data system. (BH)

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Louis Levine
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John Herbert Norton

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THE PENNSYLVANIA STATE UNIVERSITY
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The Pennsylvania State University

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The research activities of the Institute have been concerned with such issues as vocational education, school dropouts, community studies, evaluation of various public programs, prison education programs, higher education, the employment service, state science policy, etc.

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FOREWORD

This report summarizes the findings of a research project which has explored the informational needs of, and potential data sources for, manpower development and service programs in urban poverty areas.[1] The project, conducted under the terms of a research contract between the Pennsylvania Bureau of Employment Security and the Institute for Research on Human Resources of The Pennsylvania State University, has had as its primary objective an investigation of prospects for the provision of the data needed and not currently available for planning, conducting and evaluating programs of community manpower services and manpower-related activities. In particular, it has been concerned with the nature and potential availability of such population and manpower data as are generated as by-products of the day-to-day operations of governmental and private agencies serving the residents of poverty areas. Also of importance has been the question of whether such information, coupled with data from more standard statistical sources (i.e., censuses and sample surveys), might possibly serve as the basis for a system of current estimates of the economic and demographic characteristics of urban poverty neighborhoods.

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[1] Additional detail on the nature and limitations of specific local data resources appears in Part II of this report.

The geographic focus of the research has been the major inner-city poverty area of north-central Philadelphia, a community of more than three hundred thousand persons, relatively homogeneous with respect to its population characteristics and economic problems yet large and diverse enough in its needs for manpower services to present the likelihood that the research findings may have relevance to all urban poverty areas.

It should be emphasized that the research has been purely methodological in nature and principally concerned with those types of data that assist in the identification of the nature and magnitude of area manpower problems rather than with the problems themselves or with the activities designed for their solution.

The staff of the project has been a group of persons from various universities and with various specializations in economics, education, social work, urban sociology and statistical theory and methods. It has included Dr. Louis Levine of The Pennsylvania State University, Project Director; Dr. John H. Norton from The George Washington University, Assistant Director and Statistician; Mr. Dennis Clark of Temple University's Center for Community Studies; Mr. James B. MacRae and Mr. Samuel Sylvester of Lincoln University; and Mr. Ernest Betcke, Mr. Samuel DiRoberto and Miss Carol Popet from The Pennsylvania State University. All of these have been actively engaged in research at the agency level. In addition, a number of students have served as research assistants, the principal among them being Miss Rona Zucker of The Pennsylvania State University and Mr. Carl Fink and Mr. Charles Oewel of the University of Pennsylvania.

Especially in its planning stages, the research has profited greatly from consultations between the staff and many individuals at all levels of federal, state and local government, in private agencies serving the geographic area studied, and in the local universities. Mr. Vladimir D. Chavrid and members of his staff of the United States Employment Service and the late Mr. N. John P. McHenry and others of the Pennsylvania Bureau of Employment Security have been particularly helpful. Much useful advice and relevant factual information has also been obtained from many others in the Bureau of Labor Statistics, the Bureau of the Census and the various federal agencies with responsibilities for urban programs. The debt is even greater at the local level, for it is obvious--most especially so in the data inventory stage--that no research project such as this one could have been completed without the active cooperation and assistance of the many persons, ranging in rank from heads of agencies and directors of research to interviewers, counselors and statistical clerks, who have given generously of their time and have provided access to their files. Mr. Daniel Fascione, for example, Director of Administrative and Survey Research for the Philadelphia Board of Education, provided not only valuable advice but also such materials as indexed sets of the standard forms used by the school system. With the assistance of his staff, he arranged the necessary visits to schools and interviews with principals, statistical personnel and others involved with the several data-generating activities of the public school operations. Similar acknowledgment should be paid to Mr. Henry Haschke of the District Office of the State Employment Service, Mr. Benjamin Rosenberg of the Pennsylvania Department of Public Welfare, Dr. F. Herbert Colwell of the Philadelphia Department of Public Health, Captain James Herron of the Philadelphia Police Department, Mr. Bertram Todd of the Philadelphia Department of Finance, and their many counterparts in the scores of other agencies visited.

The list of names of persons who were interviewed or who otherwise assisted in the efforts of research is far too long to permit individual citations here; they would number several hundred. But their help has been deeply appreciated. And the willing cooperation received from so many has been, in itself, a significant indication of the major concern which exists for the serious inadequacies of currently available urban manpower data.

Responsibility for any deficiencies of the present report must, of course, lie with the members of the project's staff. For them the research has been a rare and fascinating opportunity to study at first hand--and at the level of minute detail that constitutes statistical measurement--the complexities of modern urban problems and the programs that seek their solution.

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Part I

Sources and Systems of Urban Data for the Planning and Management of Manpower Programs

CHAPTER 1

MANPOWER INFORMATION AND URBAN PROBLEMS

The experience of recent government programs for the alleviation of urban poverty has amply confirmed the inadequacy of present information, both on the nature of poverty-area problems and on the means to their solutions. Despite the obvious successes of some programs in raising individual incomes and living standards by such expedients as the creation of new jobs and the training of persons to fill them, there is no truly conclusive evidence that poverty-area conditions have materially improved. Indeed, some statistical measures of poverty, such as numbers on welfare rolls, indicate an increase rather than a reduction of the serious problems of the urban slums, whose disrupting influences on the economic life of the major cities of the United States serve to amplify the already urgent demands for greater effectiveness in campaigns against poverty. Most types of antipoverty programs, therefore, seem likely to be continued at great and enlarging costs, even though it becomes increasingly evident that there is no immediate way in which to demonstrate adequately their effectiveness or lack of it. Are the programs having the results they were designed to produce? Do the results justify the costs? Which of the alternative--or competitive--programs are best suited to accomplish a particular aim? Have program resources been properly allocated among areas and population groups? Such questions are more and more often raised; and the lack of adequate answers constitutes one of the least recognized, most important and, perhaps, most complex of the obstacles to be faced in the conduct of the war on poverty.

MANPOWER PROGRAMS AND THE NEED FOR INFORMATION

The goals of manpower programs for poverty areas are clear and simple: more and better jobs for a growing and inadequately utilized work force, and greater opportunities for the acquisition of the skills and other requisites to fill such jobs. Yet the progress toward these goals has proved difficult, frustrating and often unsatisfactory. Traditional government policies of economic stimulation of the demand for labor have had little or no impact on the residents of the urban slums, at least if the all too infrequent surveys of employment experience in poverty areas can be believed. Such surveys continue to show intolerably high rates of unemployment and non-participation in the labor force, while substantial numbers of jobs remain unfilled. The evidence indicates malfunctioning--in poverty areas at any rate--of what has been thought to be a relatively automatic economic system that matches jobs with a labor supply competent to fill them.

Recent legislation has recognized this failure; and radical changes have taken place in the programs that provide manpower services to the residents of poverty areas. For example, no longer are such services as individual counseling and job placement available only to those who seek them out (the poverty-area resident was rarely found who was aware either of their availability or usefulness); rather they are taken directly to the individuals who need them, and that in the very neighborhoods where they reside. Moreover, the services themselves are no longer limited to the conventional ones of counseling and placement; the spectrum of needs inherent in assisting an individual to reach employable status ranges from training in skills and work habits through help with immediate health or financial problems. Not the least of the complications to be encountered in providing manpower services thus broadly defined are those of obtaining cooperation between the variety of specialized manpower, welfare, health and social service agencies, all of whom might have an essential contribution to make in finding employment for a single individual.

It is the unconventional nature of such programs and services and the lack of precedent for them that complicate the problem of providing the information suitable for their proper planning, adequate administration and significant evaluation. Data on the needs of the potential clientele, on their personal, economic and social characteristics, and even on their geographic location are almost entirely lacking. The only regular and comprehensive measurements of population and labor force characteristics for poverty-area residents are those of the decennial censuses, data which have been largely obsolete for operational purposes by the time of their publication. The program planner or administrator has been forced, in the main, to work with little or no information other than that provided by his own necessarily limited personal experience. Ideally, population data for program planning and management should at least have the scope and comprehensiveness of the data provided by the decennial censuses, although greater detail and currency would be desirable. The censuses do not enquire sufficiently into the various impediments to individual employment; and they cannot, therefore, provide statistical bases for such fundamental acts as the determination of the particular needs for manpower services in various population groups and in different geographic areas or of priorities in the allocation of services among those groups and areas.[1] Nor have means been found to make it economically practical to provide current census or other household survey data at intervals frequent enough to permit the adaptation of programs to changing conditions in the areas which they serve. While any demand for greater currency of census data may seem naively idealistic, nevertheless it has become more and more evident that the annual provision of current population characteristics should be the minimal requirement if programs are to be directed toward existing and emerging problem situations rather than toward those of the past.

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[1] Without doubt, sample surveys, such as those that were conducted by the U. S. Department of Labor in ten urban areas in November of 1966, would be capable of supplying most of the necessary population data; but their prohibitive costs make them unlikely sources of information on the detailed characteristics of individuals in the many small areas for which manpower programs must be formulated. Moreover, the variation of service needs among population groups and geographic areas makes estimates for the nation's overall urban poverty-area population of little usefulness in planning individual area programs.

If information on the population is of critical importance in the effort to improve the employability of the present and potential labor supply of the poverty areas, data are no less significant which reveal the demand for labor as evidenced by measures of current employment opportunities and projections of trends for the future; and information on specific services rendered and on their effectiveness is an equally obvious prerequisite for efficient administration of poverty programs and for realistic evaluations of their achievements.

It is clear that the success of the battle against poverty demands, in part, the expansion of the existing urban manpower data system. In addition, the system must be made flexible enough to facilitate coordination and collaboration between the many agencies whose services and activities are relevant to the ultimate solutions of poverty-area problems. Not only must provision be made for the data requirements of local organizations with direct operational responsibilities in the areas they serve, but also for additional specialized needs of state and federal agencies--of which many of the local organizations are components--in their planning, budgeting and other managerial activities.

SOURCES AND SYSTEMS OF URBAN MANPOWER DATA

It has been observed that, with the exception of such occasional sample surveys as those conducted by the United States Department of Labor in ten urban areas in November, 1966, only the decennial censuses of population offer statistics that begin to approach the degree of detail and comprehensiveness necessary to the planning and administration of manpower programs. This statement is hardly meant to imply that survey and census data are unusable for the purpose. With their ability to provide reliable information on entire populations, surveys and censuses can and must continue to play a critical role in any information system devised to meet the requirements of poverty-area programs. However, because of the costliness and, therefore, the infrequency of their provision, the data that they produce can make little more than a slight contribution to program evaluation. Even if data as detailed as those projected for the 1970 Census were available today, the information would still be insufficient (because of the limited number of questions that can be asked on the Census forms) on the specific needs of the poverty-area population and on the extent to which existing programs have met them. It is obvious that other means must be found to fill the demands for additional detail and for current population statistics during the intervals between publications of the findings of censuses and surveys.

One possible source of population data has long been known to lie within the very activities that provide manpower services; for every individual person who applies to them--job seekers, students, welfare cases and many others--must invariably complete a lengthy application form, or other such record, which may often contain more detail in questions on manpower characteristics than appears in conventional population surveys. The data so acquired serve the working needs of the agencies; and, when statistical resources occassionally permit, they are tabulated as indicators of the characteristics of that particular segment of the population that receives the agencies' services. Yet these important records remain nothing more than strictly operational documents, eventually retired from the agencies' active files. Their potential usefulness in supplying the critical need for general population information goes unconsidered. This is partly due to the natural, and somewhat justifiable, skepticism of the experienced statistician who recognizes the problems of comparability, comprehensiveness and accessibility inherent in the use of agency records. But the fact remains that supplementary sources of population data must be found; and, in the absence of other alternatives, there may be no choice but to devise means to open the way to the consideration and use of operationally derived data for program management and general statistical purposes.

THE NORTH PHILADELPHIA PROJECT: RESEARCH ON THE FEASIBILITY OF A POVERTY-AREA DATA SYSTEM

The identification of the specific dimensions of the various information problems thus far described and of the possibilities for their solution was the principal motive of the research whose findings are reported here. It was clear that first-hand inspection of existing information systems was essential if the limitations of available data and the prospects for improving them were to be discovered. To this end it was necessary to select a geographic focus, a community which would be representative of most major urban poverty areas and whose population and service programs would be diverse enough to ensure a full spectrum of data potentials and difficulties to be met.

Such an area is the north-central section of Philadelphia, Pennsylvania, a poverty neighborhood with a population of more than 300,000 persons which is, as far as it is known, relatively homogeneous with respect to manpower characteristics and economic problems, and which is served by literally hundreds of public and private manpower and manpower-related organizations--if one counts all the agencies, from the giant public school system to the neighborhood welfare and social services, who contribute to the education, training, counseling and job placement of the citizens. The "North City" poverty neighborhood of Philadelphia was therefore chosen for study;[1] and all of its manpower activities were recognized as potential producers, as well as consumers, of the much sought after data.

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[1] A more specific definition of the "North City" area and of the logic that dictated its choice for the project appears in the subsequent chapter.

The immediacy of the data needs and consideration of the costs of the research and of the time limits placed upon it dictated a pragmatic approach to meeting the goals of the project. It seemed appropriate to begin by making as exhaustive an inventory and appraisal as possible of "North City" data currently or potentially available from censuses, special surveys and the records and reports of all the area's manpower and other related agencies. A comparison of the known data needs with the results of the inventory was expected to reveal what missing information might be most profitably acquired and, perhaps, to point out the most efficient means to acquire it.

Before such an inventory could be conducted among the agencies at the local level, however, it was obviously necessary to hold a series of conferences and interviews with persons in federal and state manpower and statistical agencies in order to explore the data problems from their points of view, to gain additional insights into the nature and organization of the various manpower programs, and to secure the cooperation of the agencies themselves. Similar interviews were equally necessary in the Philadelphia area, not only with officials of the manpower and manpower-related agencies, but also with other government personnel, community leaders and university researchers familiar with the area manpower situation. This preliminary phase of the project's operations also included a search for any existing special tabulations of Census or survey data pertaining to North Philadelphia.

The limited resources of the project made it infeasible to consider in detail such data on general area economic conditions for the "North City" as, for example, types and levels of business and industrial activity, although they are, indeed, relevant to manpower planning. Rather, it was deemed advisable to concentrate less on aspects of the demand for labor than on aspects of the labor supply itself for which accurate data are lacking at a time when they are most critically wanted: statistics on the poverty-area population and labor force, such as numbers of residents of particular areas by age, sex, race or minority group, income, education and the many other categories relevant to determinations of employability or employment status.

Early in the course of the subsequent investigation of local agency data, it became evident that the scores of small agencies serving the "North City" area had neither the volume of activities nor the quality of detailed information necessary to be regarded as having any immediate potential as statistical sources. Hence, attention was focused upon the data systems of the large public agencies whose quantities of statistical information and standardized forms and reports most easily lend themselves to processing and assembly. Even here, certain difficulties became apparent at the outset. There was no consistent pattern of service-area jurisdictions that coincided with either the "North City" area or with its component parts; and thus was eliminated the possibility of using existing tabulations from the chosen agencies' recurring administrative reports to reveal the population characteristics of the neighborhood. In addition, problems arose from the fact that poverty-area residents themselves were not always necessarily confined in their service-seeking activities to the agencies' jurisdictional boundaries or even to those of the "North City." Indeed, some agency services are offered to residents of any area at all, without restrictions. It immediately became clear that research would have to be concentrated upon primary records and upon the problems of aggregating the information from such records into totals for the poverty neighborhood on the basis of individually listed addresses of residence.

At this stage of the research it was particularly disappointing to find that, while relevant manpower data are abundant in agency records, almost none are currently tabulated. The absence of tabulations for the poverty area or for any of its parts proved a major obstacle for the project, since it had been hoped to demonstrate the potential usefulness of the data for a comprehensive information system through the construction of estimates of particular population characteristics. Even more naive had been the hope to test such estimates against information from alternative sources as a check on their adequacy. It was, of course, discovered that there was no relevant information from alternative sources.

Nevertheless, as will be seen from the discussions in the chapters that follow, there are still ample grounds for the belief that data from agency sources can and will play a major part in solutions to the urban data problems. For such data exist in truly massive quantities and can be made accessible for any area. Furthermore, for the present at least, their translation into usable estimates, although no simple process, appears to be the only economically practicable means to supply the information so critically needed for poverty-area programs.

CHAPTER 2

DEFINING POVERTY AREAS: ALTERNATIVE CONCEPTS AND THEIR LIMITATIONS

Few are the people who cannot describe with ease and accuracy the slum or the ghetto, as the urban poverty area has been named. It is a sort of city within a city; and in the nation's major centers it becomes increasingly true that its residents are non-white. It is characterized by the low incomes of its inhabitants, by generally substandard housing and by a variety of economic and social conditions that are in part the cause and in part the effect of poverty: high unemployment, low educational attainment and a high incidence of health and social problems.

In Philadelphia, as in most cities of comparable size, there is more than one such area. To the north of the city's downtown business district, somewhat separated from it by a narrow band of commercial, industrial and park areas, and extending from the Delaware to the Schuylkill Rivers, there lies a slum area which contains perhaps twenty percent of the city's population and which is in reality a collection of communities including enclaves of low-income whites and Spanish-speaking groups among its preponderantly negro residents. To the west of the business district and on the other side of the Schuylkill River, there is a second largely non-white area with somewhat less than half the population of the first; and adjoining the business district to the south and southwest is yet a third of approximately the size of the second. There are still other sections of the city, "poverty pockets" as they are sometimes rather pathologically called, whose relatively small populations have essentially the same characteristics and problems as those of the major slums.

It is the sheer size of the major poverty areas--in Philadelphia, for example, the individual population of each of the three major poverty areas exceeds that of any Pennsylvania city except Pittsburgh--and the heterogeneity of their needs for manpower and other services that have generated the need for explicit definition of the term "poverty area." Obviously, the limited amount of funds available for the various antipoverty programs has necessitated concentration of effort on those areas where the needs are greatest. Moreover, the requirements of efficient program management and administration in the rendering of services to so many persons has, in turn, necessitated the clear delineation of a number of administrative districts for city-wide programs. And, finally, the decentralization of manpower services to the poverty neighborhoods themselves has made the need for geographic definition of districts all the more imperative.

POVERTY AREAS AND
TRADITIONAL STATISTICAL AREA CONCEPTS

Population and manpower data are essentially totals obtained from counting persons with varying characteristics (age, sex, race, occupation and the like) and classifying them into groups according to the characteristics thus statistically portrayed and according to specified geographical areas. As an example of such data, a certain number of persons are unemployed at a given time in the United States as a whole, in any one state, in a metropolitan area, in a county or a city, and so on down to such basic units of area as the census tract, a somewhat arbitrarily defined geographic entity which may or may not follow political or natural boundaries and which usually has a population of about 4,000 persons. None of these areas is necessarily a poverty area, of course; and only the metropolitan areas are consistently defined on the basis of economic as well as political boundaries.

Area Labor Markets and Standard Metropolitan Statistical Areas

The concept of a labor market is a useful economic fiction. Unlike most markets, it neither physically exists nor deals with homogeneous and easily identifiable commodities. Hardly fictional, however, are the geographical dimensions to the process by which individuals offer their services and employers recruit persons to fill their job vacancies. And while some groups (especially the affluent) appear willing to commute longer distances to work than others, and while some employers likewise find it necessary to recruit outside the area to which they may belong, it is usually possible to draw a set of boundaries around a major city such that most of the demand for labor can be filled by the available supply within them.[1]

Present criteria for the establishment of a standard metropolitan statistical area have evolved over the last twenty years from the earlier (and still highly relevant) concept of the area labor market. They require the presence of a central city of 50,000 or more inhabitants and the inclusion of neighboring cities which are economically and socially integral with it. Adjacent counties are also included if their labor force is at least seventy-five percent non-agricultural and if certain other criteria of urbanization and economic integration are met.[2] The areas thus defined are not entirely without their limitations, especially since their boundaries must follow the lines of counties or of comparable geo-political entities, and since they usually include far more actual area than that within which jobs are in reality available to the residents of their urban poverty areas.

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[1] A discussion of the concept of the area labor market and its limitations may be found in Herbert S. Parnes, "The Labor Force and Labor Markets," Employment Relations Research, New York: Harper and Brothers, 1960, pp. 1-42. A lengthy bibliography of other works is appended to this article.

[2] For a more detailed definition of the concept of the standard metropolitan statistical area, see: U. S. Bureau of the Budget, Standard Metropolitan Statistical Areas, Washington: Government Printing Office, 1967.

As an example, the standard metropolitan statistical area of Philadelphia is composed of five counties in Pennsylvania and three in New Jersey,[1] the inclusion of all of which is thoroughly defensible for manpower and other economic analyses; for there is substantial commuting of workers across the county lines within the area and relatively little across its outer boundaries. Yet it is doubtful that any substantial proportion of the "North City's" residents commutes more than a few miles into Philadelphia's large suburban periphery. Still, the concept of a metropolitan area is a necessary one, even though the area focus of interest for manpower planning is shifting to such larger multi-state economic regions as Appalachia and to the

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[1] In addition to Philadelphia County with its more than two million residents, the area includes the counties of Bucks, Chester, Delaware and Montgomery in Pennsylvania and Burlington, Camden and Gloucester in New Jersey. The total population is about four and a half million persons. The area is somewhat interdependent economically with the Trenton and Wilmington metropolitan areas. For a detailed discussion of the various interdependencies, see: Richard W. Epps, "Foundations of Interdependence," Business Review, Federal Reserve Bank of Philadelphia, December, 1967, pp. 3-12.

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very small and still relatively indeterminate urban poverty areas.

The standard metropolitan statistical area as defined is pertinent to the present study for three major reasons. First, and perhaps most important in the analysis of poverty-area manpower problems, it will include the entire area within which the poverty-area work force may reasonably be expected to seek jobs without having to commute an excessive distance; second, it offers a prototype for the use of economic criteria in area definition; and third, it is frequently the only alternative conception of an urban area for which current and detailed manpower data are available.

Defining an Urban Poverty Area

Because the concept of the standard metropolitan statistical area has become so generally accepted, it may be safely assumed that, when statistics for an area such as metropolitan Philadelphia are published by the Bureau of the Census, the Pennsylvania Bureau of Employment Security or other agencies, the data pertain to the standard eight-county area (unless a statement to the contrary is made). Unfortunately, no such generally acceptable definition exists for poverty areas. Naturally, they will require identification on the basis of economic and social criteria: low incomes, low levels of education and skills, overcrowded housing, high rates of unemployment and of health and social problems. Also, there will be evidence of the existence of a community, or contiguous group of communities, whose residents will reflect these characteristics of poverty with an appropriate degree of consistency. But such criteria must eventually become part of a commonly recognized set of determinants for the geographic boundaries of poverty areas.

The Bureau of the Census and other government agencies have experimented extensively in the use of 1960 Census data as indicators of the physical location of poverty.[1] Sadly, their results have been far from

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[1] See, for example, U. S. Bureau of the Census, 1960 Census of Population, Supplementary Reports, Poverty Areas in the 100 Largest Metropolitan Areas, PC(S1)-54, Washington: U. S. Bureau of the Census, November 13, 1967. The criteria used for poverty area identification were: (1) percent of families with money incomes under $3000 in 1959, (2) percent of children under eighteen years of age not living with both parents, (3) percent of persons twenty-five years old and over with less than eight years of schooling, (4) percent of unskilled males (laborers and service workers) in the employed civilian labor force, and (5) percent of housing units dilapidated or lacking some or all plumbing facilities.

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satisfying. The individual criteria are highly inconsistent as designators of an area; and, because 1960 data must be used, they fail to reflect the rapidity of change in the characteristics of the populations of many inner-city areas that results from urban renewal and other factors. In spite of these shortcomings, such experimentation must be recognized as essential if a statistical means is to be developed for the identification of poverty areas; and the 1960 data constitute the only available information for the purpose.

Actually, 1960 Census data, by census tract, do reveal concentrations of poverty in Philadelphia in the three areas already described as lying to the north, west and south of the central business district.[1] The existence of these concentrations may be seen at a glance in each of the three maps which follow (Figures 1, 2 and 3) as the darkest areas near the center.[2]

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[1] See: U. S. Bureau of the Census, U. S. Censuses of Population and Housing: 1960, Census Tracts, Final Report PHC(1)-116, Washington: Government Printing Office, 1962.

[2] These and other relevant maps appear in U. S. Department of Labor and Pennsylvania Bureau of Employment Security, Manpower Planning Report for the Philadelphia, Pennsylvania Area, Manpower Planning Report No. 2, Washington: U. S. Department of Labor, June, 1968; along with data for specific poverty areas. Still

But from the same maps it is also clear that the statistical criteria portrayed--income, unemployment and proportion of non-white residents--vary considerably for any given set of census tracts. The same kind of variation could be shown for levels of education, crime and juvenile delinquency rates, numbers of welfare recipients or any other indicators of poverty for which data are available. Such indicators show the approximate locations of poverty, but the final designation of poverty area boundaries must be in part a compromise between the conflicting indications of the statistics and in part an exercise of more generally informed individual judgment.[1]

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other similar maps and data appear in: U. S. Department of Labor, Bureau of Labor Statistics, Income, Education and Unemployment in Neighborhoods: Philadelphia, Pennsylvania, Washington: U. S. Department of Labor, January, 1963. Data of the latter publication are special tabulations of 1960 Census information.

[1] Analysis can often resolve conflicts among statistical indicators of poverty. For example, one Philadelphia tract was among the lowest in average income and yet among the highest in average educational attainment. What the Census data did not show was that its residents were largely University of Pennsylvania students. But the real problem with these data is their obsolescence, for it is certain from the shifting of areas of residence of Philadelphia's non-white population in the last eight years that the patterns of Figures 1, 2 and 3 would be much different if it were possible to reproduce them with current data.

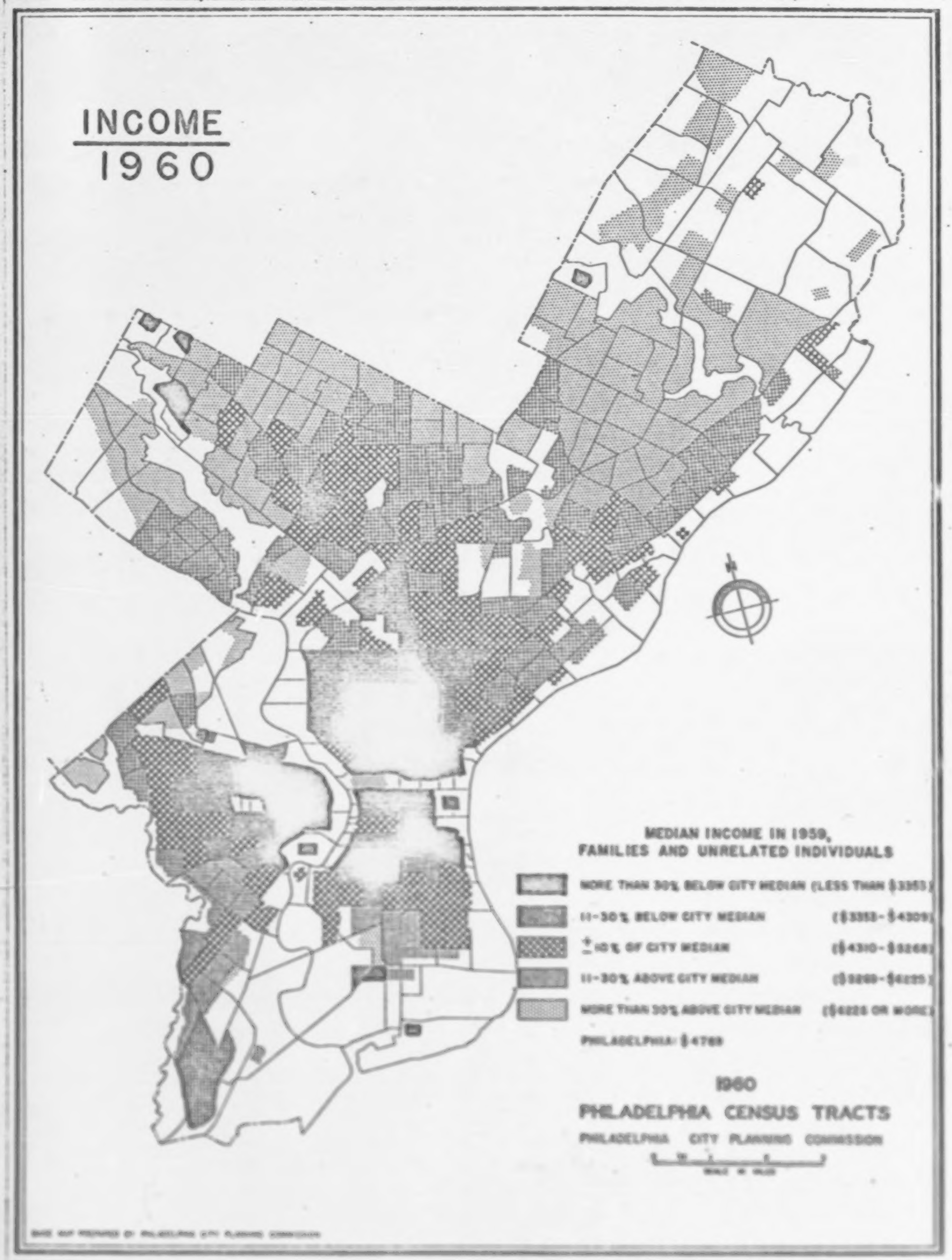
INCOME
1960
MEDIAN INCOME IN 1959,
FAMILIES AND UNRELATED INDIVIDUALS
MORE THAN 30% BELOW CITY MEDIAN (LESS THAN $3353)
11-30% BELOW CITY MEDIAN ($3353-$4309)
±10% OF CITY MEDIAN ($4310-$5268)
11-30% ABOVE CITY MEDIAN ($5269-$6225)
MORE THAN 30% ABOVE CITY MEDIAN ($6226 OR MORE)
PHILADELPHIA: $4789
1960
PHILADELPHIA CENSUS TRACTS
PHILADELPHIA CITY PLANNING COMMISSION
SCALE IN MILES
BASE MAP PREPARED BY PHILADELPHIA CITY PLANNING COMMISSION

Figure 1: Income of Residents of Philadelphia Census Tracts as Shown by 1960 Census Data

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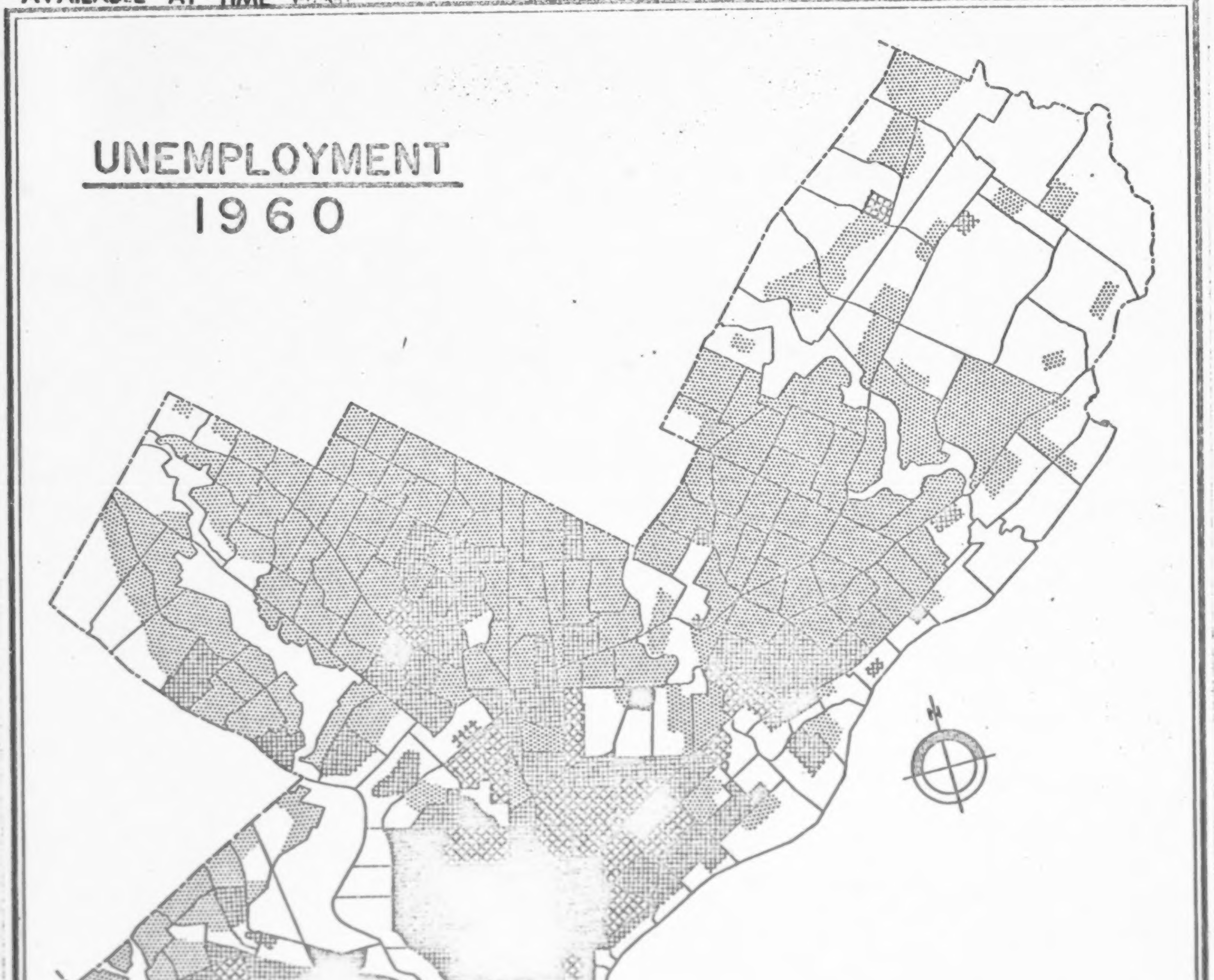
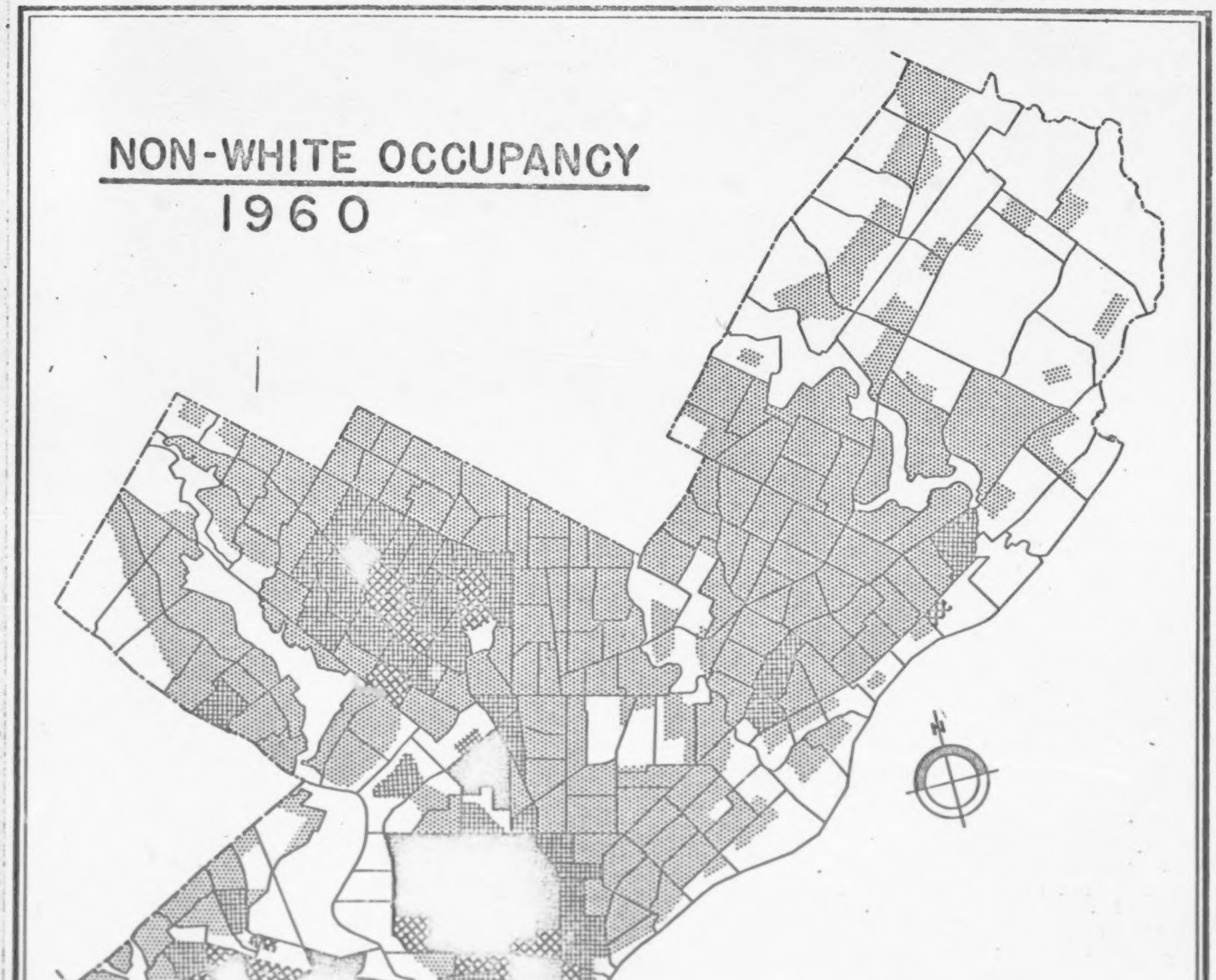

UNEMPLOYMENT
1960
N
PERCENT OF CIVILIAN
LABOR FORCE UNEMPLOYED
1960
13 % OR MORE
9-12.9 %
7-8.9 %
5-6.9 %
LESS THAN 5 %
PHILADELPHIA: 6.5 %
1960
PHILADELPHIA CENSUS TRACTS
PHILADELPHIA CITY PLANNING COMMISSION
SCALE IN MILES
BASE MAP PREPARED BY PHILADELPHIA CITY PLANNING COMMISSION

Figure 2: Unemployment in Philadelphia
Census Tracts as Shown by 1960 Census Data


NON-WHITE OCCUPANCY
1960
N
OCCUPIED HOUSING UNITS
PERCENT NON-WHITE
1960
80 % OR MORE
55–79.9 %
30–54.9 %
5–29.9 %
LESS THAN 5 %
PHILADELPHIA: 24.2 %
1960
PHILADELPHIA CENSUS TRACTS
PHILADELPHIA CITY PLANNING COMMISSION
SCALE IN MILES
BASE MAP PREPARED BY PHILADELPHIA CITY PLANNING COMMISSION

in Philadelphia Census Tracts
as Shown by 1960 Census Data

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THE "NORTH CITY" POVERTY AREA

The many considerations relevant to the definition of a specific poverty area may be further illustrated by the reasoning which led to the choice of the boundaries of the "North City," the area focus of the present research (Figure 4).[1] Population size and diversity of problems, needs for manpower services, and existing manpower programs have all been previously cited as reasons for the selection of the area. But these factors, although they did indicate the choice of the North Philadelphia area rather than of its smaller counterparts within the city, were of little help when the problem of specific boundaries arose.

Natural boundaries would have been desirable for the area, since they can distinctly separate a city's

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[1] The "North City" area as chosen for the project extends from Vine Street on the south to Lehigh Avenue on the north, and from the Schuylkill River on the west to, roughly, Front Street on the east. With some misgivings, the authors were led by their analysis to a choice identical with the area originally proposed in Philadelphia's application for a "Model Cities" grant. The first "Model Cities" area was subsequently reduced to meet federal requirements with respect to population size. However, the actual area of poverty problems is even somewhat larger than that defined here. Hence the misgivings here expressed and still felt concerning the present definition.

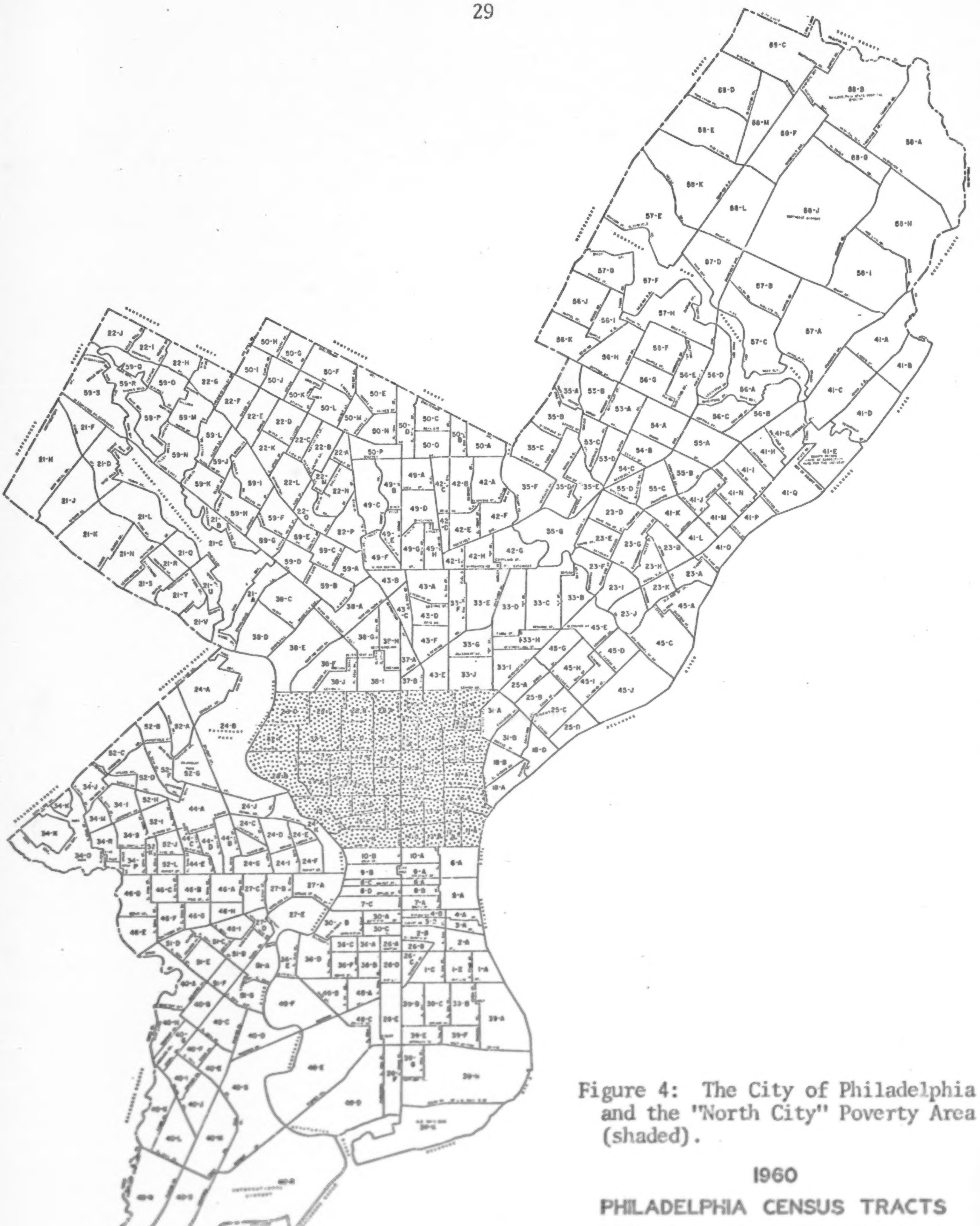

Figure 4: The City of Philadelphia and the "North City" Poverty Area (shaded).

1960
PHILADELPHIA CENSUS TRACTS
PHILADELPHIA CITY PLANNING COMMISSION
SCALE IN MILES

neighborhoods. On the west, there was no valid objection to the choice of the Schuylkill River as one limit. But the otherwise logical extension of the area eastward to the Delaware River would have included an area of white, lower-middle income residents with characteristics substantially different from those of the poverty area. It was therefore necessary that the remaining boundaries be major streets, with the southern one, at least, a multi-lane expressway.

The statistical nature of the project dictated conformity of the boundaries insofar as possible with the areas for which data were available. And the use of census tract boundaries would have been desirable in any case, because of the need to consider such data as those already illustrated. Apart from the statistical indicators of poverty, tract boundaries were the principal consideration in setting the irregular eastern limits of the "North City" area; and they also coincided with the choices of boundaries on the remaining sides. The boundaries of the administrative districts of the various manpower agencies and others serving the area were also considered, but to no avail; for the administrative

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districts neither coincided with one another nor, most of the time, with any statistically justifiable poverty area definitions.[1]

The various statistical indicators of poverty were the most inconclusive with respect to the justification of the northern limit for the area; the final choice was necessarily a compromise between them. Both from the personal knowledge of members of the project staff and from interviews with others at work on poverty problems, it was clear that the poverty area had been expanding to the north in recent years. The broad, straight line of Lehigh Avenue seemed the best choice for a northern boundary and was selected in spite of the fact that conditions in many of the blocks immediately beyond it were not apparently any better than those just to the south.

Patterns of public transportation may, in some cities, constitute a factor contributory to the identification of the limits of poverty areas; but this is not true for Philadelphia, where such an area as the "North City" is well served by both north-south and east-west surface and subway lines which prevent its isolation

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[1] The problem of conflicting agency districts is discussed at length in the second part of this report.

from the rest of the city. Moreover, while areas of commercial and industrial activity are found in many parts of the "North City," only on the south are they a factor in determining its boundaries.[1] Actually, the non-residential segments of the "North City," along with such factors as school and shopping center locations, contribute less to the establishment of limits to the poverty area as a whole than they do to the identification of the several communities that exist within it.

"MODEL CITIES" AND OTHER POVERTY SUB-AREAS

Since it appears almost certain that the locus of poverty in North Philadelphia extends throughout the "North City" as here defined, the term poverty sub-area seems an appropriate designation for the smaller geographic sectors established within it to meet the needs of different programs. Recognition of the existence of such areas is essential in the development of a multiple-purpose urban information system, if data are to be provided commensurate with the needs of program planning and management. The problem of defining sub-areas appropriate for a statistical system is, however, vastly complicated by the already mentioned fact that the boundaries of agency administrative districts rarely coincide. And, in the hierarchy of size, they range from major sub-areas such as those illustrated for the "Model Cities" and the Concentrated Employment Program in Figure 5 to such lesser ones containing a relatively few blocks as the "feeder areas" of the public elementary schools.

---

[1] As has been explained, the poverty area is partially limited on the south by a narrow band of commercial and industrial activities which sets it off from the downtown business district.

The "Model Cities" Area

The history of the successive contractions of the area boundaries proposed for Philadelphia's "Model Cities" program illustrates well the facts that political considerations and the limitations of program budgets may be more important for area definition than statistical criteria reflecting economic and social conditions. As may be observed by inspection of the map in Figure 5, the "Model Cities" area lies entirely

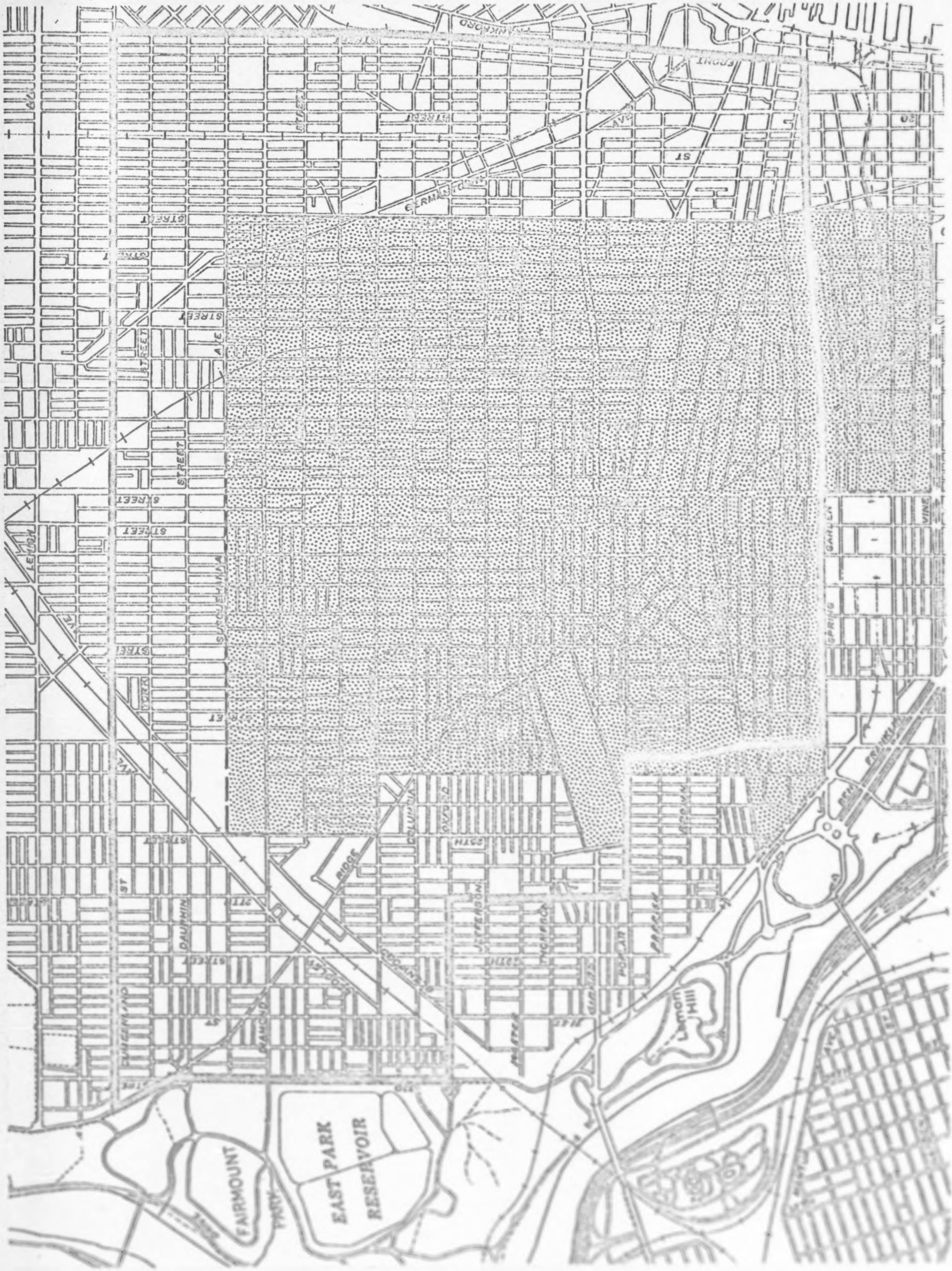
GERMANTOWN AVE
LEHIGH AVE
SUSQUEHANNA AVE
DAUPHIN
DIAMOND
RIDGE
COLUMBIA
GIRARD
POPLAR
FAIRMOUNT
SPRING GARDEN
VINE
BEN FRANKLIN
FAIRMOUNT PARK
EAST PARK RESERVOIR
Lemon Hill

Figure 5: The "North City" and Its Component "Model Cities" (solid line) and Concentrated Employment Program (shaded) Areas.

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within the "North City." Its boundaries coincide with those of the larger poverty area only for a few blocks along Front Street; and, in general, census tract lines have not been followed. Yet considering the size and duration of the proposed "Model Cities" programs and the information requirements for their development and administration, this very large segment of the "North City" is a critical one for the provision of data.[1]

The Concentrated Employment Program Area

The smaller shaded area in Figure 5, lying partly within the "Model Cities" area and partly to the south of it and, again, existing entirely within the "North City," has been designated on the basis of 1960 Census data as the principal locus of Philadelphia's "hard-core"

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[1] The northern and eastern boundaries of the "Model Cities" area were largely matters of arbitrary choice; but the southern boundary along Spring Garden Street follows a line between predominantly residential and predominantly industrial and commercial areas. The "North City" areas excluded on the west contain sections of Fairmount Park, residential areas of mixed whites and non-whites and one residential area in the southwest corner which contains high-rise luxury apartment buildings.

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unemployed and, therefore, as the area whose residents may be eligible for the services furnished by the city's multiple-agency Concentrated Employment Program.

The Concentrated Employment Program area was also the one chosen for the special sample survey of manpower characteristics conducted by the Department of Labor in November of 1966.[1] The survey showed, indeed, that the area's residents had serious economic problems. But it also showed the inadequacies of the 1960 Census's indicators of poverty for current use, since the eighteen census tracts selected as the city's worst contiguous set on the basis of 1960 data included several whose entire populations had moved elsewhere as the result of urban renewal. There is no doubt, however, as to the poverty of most of the people still living in the area. But it has not been possible to convince those who live in the tracts immediately adjacent to the program area that they are any less deserving of federal assistance than their neighbors who reside within it. It seems likely that similar problems will also arise in connection with programs funded under "Model Cities" legislation.[1]

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[1] Data from the survey appear in U. S. Department of Labor, Sub-Employment in the Slums of Philadelphia, Washington: U. S. Department of Labor, 1967. Discussion of the Concentrated Employment Program may be found in U. S. Department of Labor, Manpower Report of the President, 1968, Washington: Government Printing Office, 1968, pp. 195-196.

Neighborhoods in the Poverty Area

As urban manpower and other programs continue to evolve in form, poverty areas of the size of the "North City" will probably be subdivided into more manageable districts corresponding to neighborhoods whose residents share common interests in facilities (such as schools and shopping centers), activities and problems. Such areas, however, will not be easy to define in the "North City" because of the state of neighborhood flux produced in the last few years by urban renewal and by other forces contributing to population mobility and economic and social change. Yet there is much evidence --even within the past year--of the development of community organizations, leadership and activities in several of the "North City's" sections. In the event that community organization is followed by increased community control of government services programs, the implications for the redrawing of agency administrative districts--and, therefore, for the definition of apposite statistical areas--would be obvious.

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[1] The November, 1966, survey estimated the population of the Concentrated Employment Program area at 100,000 persons. Estimates of the "Model Cities" area population are somewhat in excess of 200,000. And the most conservative estimate of the number of persons residing in the "North City" as here defined would exceed 300,000.

THE PROSPECTS FOR FLEXIBILITY IN AREA DEFINITIONS

Philadelphia is among the several major cities whose public agencies have been experimenting with the coding of street names and address numbers to designate the geographic locations of addresses within blocks and census tracts.[1] The significance of this development of address coding guides, as they are called, becomes apparent when one observes that with the use of such codes it has been possible in a computerized operation to translate data from school records on the nearly 300,000 individual students in Philadelphia's public school system into tabulations of totals by year of age, sex and race according to areas of residence. The computer data processing routines here used would presumably work just as well for any individual listings of data with adequate identification of residential address; and tabulations would thereby be possible for any geographic area whose address listings could be identified from the address coding guide.[1]

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[1] See the discussions in the second part of this report, pp. 28-30 and 125-126. It should be noted also that postal zip code numbers constitute a crude form of address coding. However, neither the "North City" nor its "Model Cities" nor its Concentrated Employment Program areas may be defined in terms of zip code districts.

STANDARD INTRA-URBAN STATISTICAL AREAS

The feasibility of tabulating data on the basis of individual addresses does not obviate the need for definition of standard intra-urban statistical areas, however. Even if a statistical agency such as the Bureau of the Census is willing to make special area tabulations available for the cost of processing the data, it seems an unjustifiable expense for each agency to procure its particular data needs for its own unique groups of jurisdictional districts. There are simply too many such districts in existence; and there are no strong arguments that can be brought to bear against a gradual reconciliation of most of their boundaries so as to provide some suitable set of common geographic units.

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[1] The U. S. Bureau of the Census is planning large-scale use of address coding for data from the 1970 Census of Population and Housing. It appears likely that summaries of 1970 Census data could be compiled for any desired "North City" subdivision.

The issue of area reconciliation becomes the more important when a multi-purpose information system is considered. If current agency data were to be used as a basis for estimates of area population characteristics (as unemployment claims data are now, indeed, used in the construction of estimates of total unemployment), the costs alone of producing such estimates would dictate making them available only for a relatively limited group of areas. Similar arguments would restrict any other forms of statistical product from the system.

It seems most reasonable that the city of Philadelphia should be subdivided for statistical and many other administrative purposes into perhaps ten major geographic units--possibly along the lines of the present health districts, for which annual tabulations of vital statistics and estimates of population are already regularly made. These areas, in turn, should be divided as necessary into smaller ones for the administration of the full range of government services, such as schools, law enforcement, manpower and welfare services, city planning and the many others. With respect to the mechanics of establishing the appropriate intra-urban statistical areas, the need is obvious for a local organization whose responsibilities and activities in the determination of definitional criteria and boundaries would be commensurate with those of the federal Committee on Standard Metropolitan Statistical Areas. Equally obvious should be the fact that the reconciliation of agency jurisdictional areas with the statistical ones thus defined would not be an easy task, but one absolutely essential for the development of appropriate managerial statistics and for the realization of their potential contributions to more effective program management.

CHAPTER 3

DATA REQUIREMENTS FOR PROGRAM PLANNING AND MANAGEMENT

Perhaps the most remarkable aspect of the current demands for manpower information is the fact that everywhere in the nation almost all programs for the alleviation of urban problems are calling urgently for the same kinds of data--data necessary in analyses concerned, not simply with manpower activities themselves, but with many others as well, ranging from the design of urban transportation systems to the projection of needs for educational facilities.

That the need for manpower information should be so ubiquitous and that the data should have so many different uses is explained by the variety of categories of information provided in such data. For example, employment totals shown by occupation or industry of employment and by place of work reflect levels, kinds and locations of economic activity as well as magnitudes of employment. The same data, if totalled by areas of residence of the employed rather than by their place of work, are indicators of the utilization of these areas' labor supply and of potential employment problems (e.g., the 1960 Census showed proportions of the total employed who were classified as unskilled laborers two to three times as high for many "North City" census tracts as for the metropolitan area as a whole, and this at a time when the area demand for unskilled labor was declining). These data on employment additionally reflect the income-earning potential of the population and, in the absence of current data on incomes, have uses extending even to the marketing research of private firms in investigations of the local demand for their products and services.

Still other totals may represent the various characteristics of individuals not employed but potentially employable or of those working less than full-time who wish full-time work. Such totals can provide indicators of the extent of the underutilization of a given area's labor supply.

All such data on area manpower, its skills, levels of education, training and experience, its abilities and disabilities, along with data on the nature and location of available jobs, constitute the "raw materials" essential to the improved understanding both of the manpower aspects of the urban economic and social environment in general and of particular areas' specific problems and potentials--an understanding prerequisite to more effective management of manpower programs and to many other forms of public and private enterprise as well.

THE FUNCTIONS OF INFORMATION IN MANPOWER PROGRAM MANAGEMENT

Valid information is an essential ingredient of every decision at every stage in the development and implementation of any program: in the initial formulations of policy and determinations of goals and objectives; during the process of program design and the concomitant activities of planning, budgeting and allocation of funds, personnel and other resources; in the day-to-day administration of program operations; in review, analysis and evaluation of operational achievements and failures; and in the continuing revisions of objectives, programs and budgets that are the necessary consequence of evaluations and of changing external circumstances. Within this management

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process, the needs for data are, perhaps, most critical in the phases of resource allocation and of evaluation of program results vis-a-vis goals and objectives--phases in which answers are required to such questions as: What services are necessary? In what magnitudes? With what priorities? What have been the results of the services offered? Have their benefits justified their costs? Could these benefits have been obtained more economically?

In some instances the very existence of a program may rest upon the previous existence of data. As an illustration: it was in large part the statistical evidence of great disparities between white and nonwhite unemployment rates and income levels that convinced the public and the Congress of the absolute necessity for the creation of government-supported manpower and other urban programs. The enabling legislation for such programs (or the government directives which implement it) may, in turn, set explicit requirements for the submission of plans and, later, of program evaluations as conditions for grants of funds to local agencies. That such plans and evaluations presuppose the existence and availability of statistical information is well illustrated by the text of a Department of

Housing and Urban Development directive on "Model Cities" planning requirements from which the following excerpts are quoted:

> Cities should examine the educational, health, employment, income, housing, environmental, and other problems of the residents of the Model Neighborhood, should consider in what ways these problems are influenced or caused by the actions and attitudes of residents of the wider community and should develop an effective program to deal with these factors...
>
> The description of problems should include quantitative assessments or measures of their severity. Measures should be selected which will facilitate the design of projects and activities designed to deal with the problem and which can be used to establish quantified long-range goals and five year and annual objectives against which program progress and impact can be measured...
>
> While the city's overall program goals should be broadly stated, they should also be broken down, as much as possible, into measurable components, which relate directly to the city's problem analysis and problem measurement. An employment goal, for example, might be defined not only in terms of overall employment levels but should also deal with problems of persons with part-time or casual employment who are willing and able to work full time, and of persons who are not counted in usual unemployment statistics because they are discouraged from entering the employment market...
>
> Continuing analysis of the relative costs and benefits of various alternative solutions to problems should be carried on. Although cost-benefit analysis in some functional areas represents a precise technical methodology, precise costs and benefits cannot be determined in all program spheres, particularly during

> the early program phases. Therefore, rigorous cost-benefit analysis is not expected where appropriate data cannot be obtained or where the nature of the problem defies measurement. However, procedures should be developed for evaluating program decisions in a systematic manner even where costs and benefits cannot be translated into dollars or other quantitative measures...[1]

Such demands for detailed information concerning a city's population and its problems must be nothing less than appalling to a planner whose principal, if not only, data source for many of the requirements is necessarily the 1960 Census. The absence of the data can hardly support any argument that they are irrelevant to planning and management. Rather, it is evident that program decisions are now being made largely on the basis of intuitive judgments which may, indeed, be entirely valid, but whose validity remains seriously suspect in the absence of supporting evidence.

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[1] U. S. Department of Housing and Urban Development, Model Cities Administration, CDA Letter No. 1, October 30, 1967.

CATEGORIES OF DATA REQUIREMENTS

The information requirements for manpower programs may, in general, be classified into two basic categories: population and job data reflecting the economic, social and physical aspects of manpower development and utilization; and program data concerned with persons served, the nature of the services rendered, their costs and their benefits insofar as these last are measurable. Both categories are vital to program planning and management, and both present major problems of data specification, measurement, compilation and analysis whose dimensions and solutions have, thus far, been barely considered at the local level.

It is not difficult to present a list of specific desirable items of data. In fact, for the category of population and job data, well tested models exist in the form of the items produced monthly by the Current Population Survey for the nation as a whole (and recently for aggregates of urban poverty areas and a few large cities) and decennially by the Censuses of Population for smaller areas. The beginnings of such a list may be seen in Table I, where just a few of the types of data regularly available from the Survey have been indicated.

TABLE I

ILLUSTRATIVE TYPES OF MONTHLY DATA FURNISHED BY THE CURRENT POPULATION SURVEY*

Labor force totals by age group and sex for whites and nonwhites

Unemployed persons by age group, marital status, and sex for whites and nonwhites

Unemployed persons by occupation of last job and sex

Unemployed persons by reason of unemployment, age group, sex, white and nonwhite

Unemployed persons by reason of unemployment, duration of unemployment, sex and age

Unemployed persons by duration of unemployment, age group, sex, marital status, white and nonwhite

Unemployed persons by duration, occupation, and industry of last job

Employed persons by major occupation group, sex, white and nonwhite

Employed persons by occupation group, age and sex

Employed persons with a job but not at work by reason, pay status and sex

Persons at work by type of industry and hours of work

Persons at work part-time by reason for working part-time

Persons at work by full- or part-time status, age group, sex, marital status, white and nonwhite

Persons at work by occupation, full- or part-time status and sex

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* Tables with these and other items of data may be found in Employment and Earnings, a monthly publication of the U. S. Department of Labor, Bureau of Labor Statistics.

Area Economic and Social Indicators

Statistics produced by the Current Population Survey (along with other familiar estimates such as Gross National Product) have for years played a significant role in economic planning and policy decisions as indicators of the current status of the economy. And recently there has been an increasing demand for the development of similar statistical indicators of the performance of society as a whole rather than just its component of economic activity. Both types of indicators would indeed be useful as quantifications of the severity of problems in the poverty areas. The value, as well as the limitations, of such measures in the identification of the geographic boundaries of poverty areas has already been discussed. But these measures obviously offer the additional possibilities of showing the relative severity of conditions among areas and, over time, whether circumstances are improving or becoming worse.

At the metropolitan area level, estimates of employment and earnings in various industry categories and of total unemployment have long been provided by the State Employment Service and have been generally useful for the purposes here discussed.[1] Yet the statistical methods for producing these large-area estimates have not proved adaptable to the much smaller poverty areas. And the special November, 1966, survey which showed a North Philadelphia unemployment rate nearly three times that of the overall metropolitan area provided conclusive evidence of the need for separate measures for the poverty area.

It would be naive to suggest the immediate development of a lengthy list of poverty-area indicators when none currently exist for an area such as the "North City." Even a single, up-to-date estimate of the number of unemployed among the area's 300,000 residents would be gratifying to the local manpower analysts. But it does seem clear, from such planning requirements as those specified in the Model Cities directive earlier cited, that the time is now at hand for the beginning of a poverty area data system.

The critical set of poverty area indicators of manpower status must necessarily be concerned with the underutilization rather than with the unemployment of human resources. The standard definition of unemployment, with its classification criterion of the physical act of looking for work, is far less valid as a measure of manpower problems in the urban slums than it is for regions of relative affluence. In an attempt to quantify the nature and extent of other aspects of underutilization, the November, 1966, survey of urban unemployment experimented with a concept of "sub-employment," which included not only those unemployed in the sense that they were "actively looking for work and unable to find it" but in addition those working only part-time while seeking full-time work, those heads of households under 65 years of age who earn less than $60 a week working full-time, those individuals under 65 who are not heads of households and earn less than $56 per week in full-time jobs, half of the number otherwise not working in the male age group between 20 and 64, and a "carefully considered estimate of the male 'undercount' group" (i.e., those males whose presence in the area must have been missed during the conduct of the survey).[1]

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[1] See, for example, the monthly Philadelphia Area Labor Market Letter, published by the Pennsylvania State Employment Service, containing both an analysis of employment conditions and tables of data for the eight-county area.

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[1] U. S. Department of Labor, A Sharper Look at Unemployment in U. S. Cities and Slums, Washington, D. C., 1967.

For the Philadelphia survey area, the ratio of the total "sub-employed" to the total labor force--the latter embracing the remaining employed persons as well as these categories--was a startling 34 percent! While the accuracy of the survey's results may not have been all that was desirable, it left no doubts as to the needs for detailed measures of manpower underutilization.[1]

In addition to such measures of current status as unemployment, consideration ought to be given to the fact that the data reflect status as of a given point in time. Actually, there appears to be a considerable number of persons listed by surveys as nonparticipants in the labor force who have worked in the recent past or who intend to look for work in the near future. Many of these individuals would be included in a measure such as "sub-employment;" but separate measures of the changes in status would be more desirable, since it is the total of persons needing manpower services during a given period, and not the total at any one instant of time, that is the true indicator of the demand for manpower programs.

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[1] For additional discussion of the problem of manpower underutilization, see: Harold Goldstein, "On Aspects of Underutilization of Human Resources," Proceedings of the Social Statistics Section, 1967, American Statistical Association, Washington, American Statistical Association, 1968, pp. 115-121.

Data for Area Manpower Analyses

The critical importance of statistical indicators in an urban information system is not diminished by the fact that they are, as their name suggests, only measures of the nature and severity of urban problems. They remain essential ingredients in, but not substitutes for, analyses which lead to better understanding of urban conditions and better implementation of manpower programs.

No information system, however complex it may be, is likely to satisfy all the demands for data in labor market research. There seems no end to the questions that can be asked or to the relationships between market factors that deserve exploration. But, as has been demonstrated in the case of the national data available from the monthly Current Population Survey, the information obtained for use in constructing statistical indicators may also have major value in manpower research. To cite but one instance of the dearth of information on the nature of the urban labor market and its functioning, almost nothing is known of the location of employment opportunities for the "North City's" work force. Data from the 1960 Census permit identification of commuting-to-work patterns only between the city of Philadelphia and its surrounding counties. And while the 1970 Census is scheduled to include a question on street address of place of work, cross-tabulations of this information with residence data will be possible only if funds are made available for coding of both addresses. Until such data can be produced, only speculation is possible about the difficulties faced by "North City" residents in obtaining access to jobs elsewhere in the labor market area.

Such investigation, were it undertaken, might be considered by some as mere research for research's sake. Yet research of this kind is fundamental to the design of adequate programs fully relevant to the manpower problems they are intended to relieve.

Data on Manpower Programs and Services

While past experience in labor market research has revealed many kinds of needed and currently unavailable information on the populations and jobs in small areas, no similar body of experience exists to suggest appropriate data to be collected for the study of program activities and services. Many of the programs now in operation in urban poverty areas are the result of the unprecedented volume of human resource and manpower legislation of the last half-dozen years. The requirements for sudden innovation in meeting the critical needs of the residents of urban poverty areas have produced a multiplicity of programs (often with considerable duplication of services) offered by agencies whose legislative mandates, communication channels and financial sources vary widely. In the bewildering proliferation of local activity, the crucial data most urgently needed are those which can afford better planning and coordination of services and which can thus begin to close the breach between program objectives and their fulfillment.

The organizational structure within which planning and coordination must take place is only beginning to become apparent in such multiple-agency activities as the local planning committee of the Cooperative Area Manpower Planning System (CAMPS) and the "North City's" Concentrated Employment Program. Even within individual agencies, there is evidence of much greater emphasis on coordination and on better management of the competing programs, as, for example, in the requirement for an annual local "plan of action" by the public employment service which must consider those services, resources and facilities available from other agencies as well as those of its own local offices.

The solution to the information problems posed by the needs for coordination and for more effective management of local manpower service systems lies in the integration of data on the characteristics of the populations and jobs in the areas served and on the kinds and quantities of needed services and available resources. Data on program experience and performance are obviously critical in this connection. But the exact form in which all these data must be rendered for use and the means for their integration with the standard types of population and job information must be the subject of much serious experimentation and improvisation. There are, unfortunately, no tested prototypes for the necessary statistical system.

It is clear that the traditional agency data acquired for purposes of financial accounting and reporting of volume of individual types of transactions (e.g., numbers of placements) are inadequate for the present purposes. It appears particularly necessary that the agencies' basic operating records be redesigned to yield more information than simply workloads and staff performance: information on the characteristics of the persons served, on the nature of their manpower problems, and on the extent to which the available services can provide for the resolution of these problems.

As a preliminary effort in the development of suitable program data, the characteristics of persons receiving welfare payments, unemployment compensation or other types of services involving substantial numbers of individuals could be made available by areas of residence. This could be accomplished with relative ease and would provide useful indicators of poverty problems, especially if data could also be obtained on the extent to which items such as insured unemployment understate the total number of unemployed. The data on the various types of services are necessarily as diverse as the services themselves and the resources that provide them. Where such data now exist, they vary in nature according to individual agencies' requirements for accounting, budgeting and reporting. To the extent that joint planning and coordinated offerings of services become mandatory in Model Cities and other similar multiple-agency programs, such data will at least require consistent definitions and uniform procedures for statistical standardization.

Data for Program Evaluation

Neither the statistical indicators thus far discussed nor such program data as numbers of counseling interviews or job placements can make any substantial contribution to the evaluation of manpower programs. In the case of the indicators, a particular measure (such as, for example, unemployment) may rise or fall quite independently of program efforts; and, from observing changes in the values of a particular measure, there is no way to be sure of the factors responsible for the changes, let alone of the magnitudes of the contribution to them of the individual factors.

Program data on services and on the persons served suffer from the defect that they pertain only to the period of the clients' involvements with the agency, whereas the benefits from the services received may not be observable until long afterward. Here, too, there are problems of multiple causation; for not only may an individual receive help from more than one agency, but factors other than the services he receives may contribute to any improvement in status he subsequently achieves.

Finally, the methodology of cost-benefit analysis, and of program evaluation in general, is by no means developed to a state that permits specification of any one set of data to be routinely collected as a basis for local evaluations of programs. Instead, in the short run at least, the need appears to be for pilot studies of the alternative approaches to the evaluation process. Several types of data are, however, vitally necessary for such pilot studies. There must be some means of determining the degree to which any sample of persons whose experience is to be studied represents that larger group about which inferences are to be drawn. The implications are for better measures of the characteristics of the total populations served. There must be procedures for identifying the various programs in which an individual may participate and their respective services to him--a requirement which calls for the pooling of data from separate programs and agencies. And there must be a means to trace through time the activities of persons in the pilot group as they change their residences and jobs. This last is, in practice, the most difficult problem of all. Its solution--if there is one--may depend on work experience information from a nationally centralized data resource, such as that of the Social Security Administration.

Data for Long Range Planning

The present sense of crisis that is so often expressed in discussions of urban manpower problems--in this instance, of the need for urban manpower data--is the result of the fact that manpower problems and the data requirements on which their solutions might depend have been neglected for so long. Of course, there was no intention for the government to become so heavily involved in these problems at the time that many of the existing programs were organized (e.g., the public employment service); and such government involvement in itself is as recent as the new crisis. Both have come about partly because no one in the past saw it as necessary to speculate as to what the problems might be or as to how serious they might become. No one was fully aware, for example, of the extent of the migration from the rural to the urban areas; and it occurred to very few that the migrants were completely unsuited for entry into the urban labor market. In the absence of data, no one even guessed the multiplicity, complexity and magnitude of the problems that were developing. Now that the nation is confronted with these problems in their critical states, government programs have had to be instituted to deal with their solutions; and more may become necessary, especially in order to create a means for that perception which can forecast with reasonable accuracy the problems that may develop in the future. Until now, in the absence of knowledge of how conditions could or would change, decisions have unconsciously been made on the basis of the invalid assumption that they had not, and would not, change.

It is clear that statistical means must be made available for the recognition and anticipation of emerging problem situations relative to urban manpower. Planning today is necessary, for example, for programs in vocational education that will provide, to the extent possible, the skills that will be necessary tomorrow. Labor surplus problems that may arise, perhaps, as the needs for unskilled labor further diminish must be anticipated. The industrial structure that a given area is going to have in the future must be predictable, as well as the kinds of demand for labor that that changing structure is going to produce. Foremost among the particular data requirements for making such forecasts are consistent measurements of the characteristics of an area's population and industry at sufficiently regular and frequent intervals (perhaps annually) as to permit the gradual development of a statistical picture of continually evolving urban manpower trends.[1]

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[1] Discussion of the specific data requirements of particular forecasting methods seems inappropriate at this point, since none of them have been sufficiently tested to justify the superiority of any one approach. Such testing must await the provision of substantial quantities of data over lengthy periods of time.

A HIGH-PRIORITY SET OF MULTI-PURPOSE DATA

Essential for the development of an urban manpower information system based on the pooling of data from such diverse sources as censuses, surveys and agency administrative records is the agreement among the statistics-producing agencies on the nature of the items to be collected, the frequency and timing of their collection, the definitions to be used in measurement and classification of the data, and the general standardization of statistical technology. While the many elements on which such agreement must be reached are far too complex for detailed discussion here, the investigations of this research project into the types of data which these agencies collect showed a surprising uniformity among their requirements for information on the individuals they serve. It seemed desirable to consolidate a list of items most frequently requested. The resulting list appears in Table II. Its items, were they to become available on a current and consistent basis for a substantial part of any poverty-area population, would constitute a statistical achievement of major proportions.

TABLE II

LIST OF HIGH-PRIORITY DATA ON INDIVIDUAL PERSONS*

Data for Individual and Family Identification and Area Classification:

1. Full name
2. Address (area code will suffice if records can be uniformly coded)
3. Social Security number (in the absence of which, name, address and birth date may be substituted in the matching of different records on the same individual)
4. Name of head of household (or alternative characteristic to permit aggregation of household data)

Social Characteristics:

5. Birth date (month, year)
6. Sex
7. Race (to include Spanish-speaking origin)
8. Highest year of school completed
9. Place of birth
10. Year of move to metropolitan area of current residence
11. Marital status
12. Health or disability status
    a. Temporary or permanent disability
    b. Potentiality for employment

Employment Status:

13. Employed
    a. 35 or more hours per week (full time)
    b. Under 35 hours per week (part time)
        (1) Voluntary
        (2) Involuntary
    c. Name of firm or employer
    d. Address of firm or employer
    e. Similar data if more than one regular job

TABLE II

LIST OF HIGH-PRIORITY DATA ON INDIVIDUAL PERSONS (CONTINUED)

14. Unemployed (looking for work)
    a. Duration of unemployment
    b. Name of previous employer (if any)
    c. Address of previous employer (if any)
    d. Reason for unemployment
        (1) Lost last job
        (2) Left last job
        (3) Never worked before
        (4) Reentered labor force
15. Not in labor force, by reason
    a. In school
    b. Under school age
    c. Ill or disabled
    d. Keeping house
    e. Retired
    f. No jobs available
    g. Other
16. Occupation (job title or occupational code)
    a. Primary occupation
    b. Current occupation, if different from above
    c. Occupation five years ago

Income:

17. Estimated personal income last year
18. Estimated family (or household) income last year
19. Status as primary or secondary wage earner in family
20. Sources of income
    a. Employment
    b. Welfare
    c. Disability allowance
    d. Retirement pension
    e. Unemployment compensation
    f. Other

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* The others [redacted] on this list are those most frequently requested by the agencies whose records are the subject of the second part of this report.

CHAPTER 4

THE AVAILABLE DATA:
THEIR NATURE AND LIMITATIONS

There are three primary sources for the data currently available to the investigator of urban manpower problems. The first is the family or household itself, which provides information decennially for the censuses of population (and sometimes oftener for special surveys) and which is the origin of most small-area statistics by residence. The second is the employer who contributes employment data by place of work (usually as revealed in payroll records) to the censuses of industry and other periodic surveys. The third is the body of administrative records and reports of government activities which offers statistics either by clients' places of work or areas of residence.

Naturally, data from each source present particular advantages and disadvantages. For example, only those data that are derived from a canvass of households, either in a complete census or in a properly designed sample survey, provide coverage of the entire population, including domestic help, the self-employed, persons not in the labor force but available for work under special circumstances, and all such categories of individuals who cannot be included in employer reports. In addition, only data derived from households regularly offer detail on subjects such as education, race, marital status and other characteristics not ordinarily available from payroll records, the information from which is essentially on jobs rather than on persons. This principal defect of payroll records as a source of population data also causes the multiple jobholder to be counted more than once.

On the other hand, personal recollection of hours worked, wage and salary information and the like cannot form the basis of data as reliable as those gathered from payroll records. Both payroll data and statistics from government agencies' administrative records offer the considerable advantages of low costs and frequency of provision, since they need only be tabulated from information already contained in existing records. However, in order that data from these sources may be generally useful in a poverty area information system, two basic conditions must be met. First, the information on specific individuals must be susceptible to classification by area of residence. Second, there must be a means of identifying the representativeness of such data--the extent, that is, to which the data reflect the characteristics of the area population as a whole. It seems unlikely that the area classification problem can be resolved for payroll data without placing an intolerable burden upon employers already chafing at the quantity of paper work required by government. For this reason, the principal potential sources of the required additional manpower data are limited to household surveys and to the records and reports of major government agencies.

CRITERIA FOR THE EVALUATION OF URBAN DATA AND DATA SOURCES

Any assessment of the adequacy of population statistics must be based upon ideal criteria which may never, perhaps, be fully achieved and which, at times, might even be inimical to the uses of the data and to the overall goals of the data system. Ideal detail, for example, conflicts with requirements for ideal data currency; for, the more the detailed information sought, the longer the time required to tabulate and publish it and the greater the certainty that many (if not all) of the items requested will be obsolete when they are, at last, available. Furthermore, ideal accuracy in measuring concepts as complex as employment or unemployment is to be approached only at the increasing expense of fine area and classification detail; since, as estimates grow smaller in magnitude, relative error usually grows larger. Finally, ideal comparability of data over time is entirely antithetical to the occasionally necessary changes in statistical concepts and procedures.[1] No evaluation of data, therefore, can simply question in isolation such qualities as detail, timeliness, accuracy or consistency. Rather it must investigate the adequacy of the compromise that has been achieved in a particular set of data between these competing and somewhat inconsistent qualities, the degree of ideality achieved with respect to each criterion without detracting from the others. Only on the basis of criteria so determined can valid judgments be reached on the extent to which data satisfy the requirements of their varying uses in analysis and decision making.

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[1] Other constraints that apply to the development of ideal economic and social data are the political, institutional and technological feasibility of proposed improvements, their desirability relative to costs, and the limited availability of statistical facilities and experienced personnel.

The criteria for the evaluation of population statistics would apply equally well to almost any type of data for any geographic area, large or small. But they will not necessarily permit any immediate, definitive judgment as to the relative merits of alternative sources of the currently needed and unavailable poverty-area data. The reason is simply that most of the existing knowledge regarding the potential of the different sources for producing data of suitable comprehensiveness and detail, currency and frequency of provision, accuracy and reliability is based on experience gained from working with the middle class majority of the nation's population, and not on experience in the urban slums. One is forced to question, not just whether the available statistics and statistical precedents are adequate in their historical context, but also whether they are relevant to the circumstances encountered in an environment so radically different from that for which the statistical techniques were designed.

It is, indeed, an unhappy fact of the present statistical situation that most of the procedures created to elicit population data employ basic concepts and measurement approaches more suitable for the middle-class residents of suburbs than for the racial minority groups of the cities. Census procedures, for example, in equating the household with the family and in assuming that one person is naturally the head of the household, must necessarily ignore the multiple-family or mixed groups that often communally share a household in a city. This is just one of many instances in which the minority groups in the population have been slighted in the past in order to obtain optimal data on the majority. At present, however, it is precisely these slighted minority groups which have been given highest priority for manpower service programs: the hard-core unemployed and those handicapped by their lack of education and skills. It is for them that the data are absolutely critical in order that the planning and management of those programs may be viable.

Traditional definitions and concepts (as earlier noted in observing the disparity between the rate of unemployment and the rate of "sub-employment" in the "North City") and traditional methods of data collection and analysis are highly suspect when applied to the minority groups in urban poverty areas. Not even the face-to-face interview, whether in a household survey or in a manpower agency office, can be considered a guarantee of accuracy for the information obtained. There are communications barriers to be overcome, as well as the suspicion and hostility so unfortunately and understandably characteristic of many slum residents. It is even likely that the conventionally trained statistician, with his orderly, logical and rational approach to his discipline, may be so insulated from the seemingly (to him) irrational behavior and disorderly activities and conditions in the urban labor markets and poverty areas as to fail to recognize the effects of these circumstances on the data he seeks to obtain. Whatever the case, it is essential that prejudices in favor of the customary modes of statistical operations be overcome if any full and equitable evaluation is to be made of the alternatives for the development of the needed poverty-area data.

DATA FROM CENSUSES AND SURVEYS

Neither the nature nor the limitations of the massive quantities of data produced by population censuses and surveys can be fully appreciated without a careful study of the data themselves and the procedures by which they were obtained. The single published volume of 1960 census tract statistics for Philadelphia contains something of the order of half a million entries of totals and percentages in its 457 pages of tables.[1] And the quantity of details on population characteristics in these tables is only a fraction of that published for larger areas, such as the Philadelphia standard metropolitan statistical area as a whole or its component counties.[2] Correct interpretations of the meaning of the published figures depend on the extent of one's understanding of census methods, as, for instance, the nature of the questions asked, the definitions of the classification criteria, and the possibilities for statistical errors.[3]

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[1] U. S. Bureau of the Census, U. S. Censuses of Population and Housing: 1960, Census Tracts, Final Report PHC(1)-116, Washington: Government Printing Office, 1962.

[2] See, for example, U. S. Bureau of the Census, U. S. Census of Population: 1960, Detailed Characteristics, Pennsylvania, Final Report PC(1)-40D, Washington: Government Printing Office, 1962.

[3] Each census report contains an introductory section on the nature and limitations of its data. 1960 Census procedures are more amply discussed in U. S. Bureau of the Census, 1960 Censuses of Population and Housing: Procedural History, Washington: Government Printing Office, 1966.

Whatever the limitations of the decennial population censuses, those of the data from special household surveys have been generally the same. However, such data are rarely available for individual urban areas. Indeed, for Philadelphia's "North City," only one set of published results exist for the period since the 1960 Census.[1]

Problems of Obsolescence

The time references of 1960 Census data were dependent upon the nature of the information to be recorded on the individual questionnaires. For example, employment status was determined for the week immediately preceding the enumeration. There was a question on the total number of weeks during 1959 in which a person worked; and income was recorded for the entire year of 1959. Age was represented by month and year of birth and was tabulated on the basis of completed years as of April 1, 1960; and most other data were reported as of approximately the same date. Obviously, some of the totals derived from such information were almost immediately obsolete because of such influences as seasonal changes in the factors affecting economic activity. This fact does not lessen in any way the importance of the data for purposes of historical analysis. Their publication a year or more after the time period they represented made them primarily descriptions of the past to be compared among areas as indicators of relative status then prevailing and to be studied, together with 1950 Census data and those forthcoming in 1970, in the hope of observing trends.

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[1] These data, from the November, 1966, survey, conducted in the Concentrated Employment Program area in Philadelphia by the U. S. Department of Labor and the Pennsylvania Bureau of Employment Security, appear in: U. S. Department of Labor, Sub-Employment in the Slums of Philadelphia, Washington: U. S. Department of Labor, 1967. The relatively small sample of households interviewed precluded estimates of detailed population characteristics.

In the absence of current data, measurement of the extent of the obsolescence of the 1960 Census data is impossible. Seasonal fluctuations may be observed in the monthly employment and unemployment data provided for the eight-county metropolitan area by the Pennsylvania Bureau of Employment Security; but the patterns of such fluctuations are not necessarily applicable to the particular employment and unemployment totals of the "North City." Moreover, while there is no doubt that urban renewal and other factors have produced major changes in the areas of residence of Philadelphia's population, one can only speculate about the impact of these population shifts as they may be reflected in the changing levels of income and other characteristics of the "North City's" present residents.

Response Error and Sampling Variability

It is often and validly asserted that United States government statistics are among the best available to any nation. Yet independent groups, such as the Gordon Committee,[1] have investigated the adequacy of government statistical programs and have agreed that there are also significant deficiencies and omissions in the data provided by current information systems. Such criticism becomes greatly magnified when attention is turned from national aggregate totals to their small-area components in which error may become a serious problem, since there is less opportunity for its elimination by "offsetting" in the summation process.

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[1] The Gordon Committee, as it was popularly called, was officially known as the President's Committee to Appraise Employment and Unemployment Statistics. Its report, Measuring Employment and Unemployment (Washington: Government Printing Office, 1962) should be required reading for anyone interested in manpower data.

A principal category of errors in census and survey statistics arises from such sources as response and sampling variation. Errors in the responses of individuals, springing from such factors as misinterpretation of the meaning of a question, should tend to offset each other as the figures are totalled if the questions are properly designed and if there is nothing of a procedural nature to predispose persons toward a particular error. Response error is, therefore, usually minimal in totals for large areas and for broad classifications of population characteristics. Sampling error (or the sampling variability of estimates) displays a similar tendency. This type of error, which arises because no sample is ever a perfect representation of the population from which it is taken, will, on the average, become smaller relative to the total being estimated as the size of the sample increases. It is sometimes forgotten that in the 1960 Census all of the economic and most of the social data were obtained from a sample of twenty-five percent of the nation's households.[1]

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[1] In the 1960 Census of Population, only five items of data were asked of all persons in all parts of the country. These were: relationship to head of household, age, sex, color or race, and marital status.

At the census tract level it is entirely possible that response and sampling errors may render comparisons of certain items of data meaningless. The data in Table III, for four adjoining tracts in the heart of the "North City," are illustrations of the problem. Sampling and response errors may have been partly the cause of much of the variation in the income, education and employment status data; and, indeed, in the cases of the male unemployment totals and unemployment rates, the differences that appear between census tracts could be entirely due to them.[1] It is also true that if the male unemployment totals were to be aggregated with the corresponding figures for the remainder of the "North City's" census tracts, understatements of unemployment in some tracts would cancel out overstatements in others. While the final "North City" unemployment total might still, however, contain some error, the contribution to it from response and sampling variability would probably be minimal.

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[1] While these four tracts are probably among the city's worst with respect to the cited statistical indicators, the incautious use of such data for rankings of problem severity must be avoided. Procedures for estimating the impact of sampling error on Census estimates appear in each volume of Census statistics. Also see U. S. Bureau of the Census, 1960 Censuses of Population and Housing: Procedural History, Washington: Government Printing Office, 1966, pp. 113-114 and 127-128.

TABLE III

SELECTED CENSUS TRACT DATA FROM THE 1960 CENSUS OF POPULATION, PHILADELPHIA, PENNSYLVANIA*

CLASSIFICATION	CENSUS TRACT			
	32C	32D	47A	47B
Total Population	11,541	16,833	8,733	4,264
Percent Nonwhite	97	99	96	99
Median Family Income	$3,611	$3,376	$3,190	$3,432
Median School Years Completed Age 25 and Over	8.8	8.6	8.6	8.2
Male Civilian Labor Force	2,724	3,542	2,159	1,038
Male Unemployed	378	427	331	206
Male Unemployment Rate	13.9%	12.1%	15.3%	19.8%

* Source: U. S. Bureau of the Census, *U. S. Censuses of Population and Housing: 1960, Census Tracts*, Final Report PHC(1)-116, Washington: Government Printing Office, 1962.

The Nature and Effects of Undercounting

Errors in census and survey statistics are frequently categorized into two types, depending on whether they tend to average out or to remain constant as the individual observations are aggregated.[1] In the former category are such sources of error as the response and sampling variation just discussed. In the latter are possible biases of considerable significance, such as the problem of undercounting arising from the fact that censuses and surveys have a greater tendency to miss persons in some groups of the population than in others and, hence, to under-represent their characteristics to varying degrees.

According to the estimates of the Bureau of the Census, approximately three percent of the population of the United States was not counted in the 1960 Census.[2]

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[1] The dichotomy is between experimental error and systematic error; i.e., between random error variation and statistical bias. For a more detailed discussion see: U. S. Bureau of the Census, 1960 Censuses of Population and Housing: Procedural History, Washington::Government Printing Office, 1966.

[2] The methodology and results of the Census Bureau's principal study of underenumeration in the 1960 Census may be found in Jacob S. Siegel and Melvin Zelnik, "An Evaluation of Coverage in the Census of Population by Techniques of Demographic Analysis and by Composite Methods," Proceedings of the Social Statistics Section, 1966,

This undercount would be of relatively little concern if it applied consistently to all groups of the population in all areas; but such was clearly not the case. Unfortunately, the net understatement for nonwhites was of the order of ten percent and, in the cases of some groups, such as males aged 15 to 29, may have ranged as high as twenty percent. These estimates of the proportion of the population overlooked by the Census were determined principally by analysis of independent data on births, deaths and immigration and by such techniques as comparisons between the ratios of males to females in the various age and race groupings of the Census data and the ratios that would have been expected from the birth-death-immigration data.

The estimates of the undercount thus obtained apply only to the nation as a whole and not to any one sub-area,

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American Statistical Association, Washington: American Statistical Association, 1966, pp. 71-85. This report has been reprinted in David M. Heer, editor, Social Statistics and the City, Cambridge, Mass.: Harvard University Press, 1968, pp. 132-173. The latter publication contains a companion paper on the Census undercount by Jacob S. Siegel, "Completeness of Coverage of the Nonwhite Population in the 1960 Census and Current Estimates, and Some Implications," (pp. 13-54), and other papers on urban data problems which were presented at a conference on June 22-23, 1967, in Washington, D. C., sponsored by the Joint Center for Urban Studies of the Massachusetts Institute of Technology and Harvard University.

such as Philadelphia or its "North City." It is also believed that the undercount was worst in the large urban slums because of their high incidence of poor and uneducated persons and the many deterrents that slum conditions impose on the effective conduct of a census.[1] Were the undercount ratios in the "North City" the same as for the nation, perhaps 25,000 persons from its population would have been unrepresented in the 1960 Census totals. Considering the conditions of the area, the figure must actually be higher.

Once again, only speculation is possible concerning the effects of the undercount on such measures as unemployment rates.[2] Suppose that the 2,714 males aged 14 or over in Philadelphia's Census Tract 47A were, because of the undercount, only three quarters of the true total. If all the 905 who would then have been missed by the Census were neither employed nor unemployed but simply not in the labor force, the unemployment rate would remain unchanged. But if most of the 905 were actually employed, then the rate would be smaller than the 15.3 percent reported (see Table III); and if some 400, say, of the group overlooked were unemployed and another 400 employed, then the "true" unemployment rate would be close to 25 percent.

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[1] L. Pritzker and N. E. Rothwell, "Procedural Difficulties in Taking Past Censuses in Predominantly Negro, Puerto Rican, and Mexican Areas," in D. M. Heer (ed.), Social Statistics and the City, Cambridge, Harvard University Press, 1968.

[2] Analysis of possible effects of the 1960 Census undercount on national manpower estimates appears in D. F. Johnston and J. R. Wetzel, "Effect of the Census Undercount on Labor Force Estimates," Monthly Labor Review, March, 1969 (reprinted as U. S. Department of Labor, Bureau of Labor Statistics, Special Labor Force Report No. 105).

It should be obvious that this type of error, though varying somewhat from one census tract to another, would not necessarily be diminished, as, probably, would response and sampling error, when the figures were aggregated for the entire poverty area.

DATA FROM AGENCY SOURCES

Of the approximately 300,000 residents of the "North City," nearly 60,000 are currently attending Philadelphia's public and parochial schools. About the same number are receiving welfare assistance in various categories ranging from payments for dependent children to aid to the blind and disabled. Thousands more of the area's residents receive unemployment compensation during the year, or employment counseling, or health services. Still others have less pleasant dealings with the city's law enforcement agencies. In every instance, these contacts between the agencies and the individuals they serve produce records containing items of information on personal characteristics--information which often corresponds to that obtained in censuses and surveys. If one were to consolidate all the current information in the many files, including such further sources as city wage tax records, voter registrations and operator's licenses, one might have a reasonably up-to-date equivalent of much of the information recorded in the 1960 Census, and that, possibly, with a less serious problem of undercounting for some groups of the population.

The idea of such a compendium of agency data available annually--or, perhaps, even more frequently--may appear to the experienced statistician as more a chimera than a practical statistical resource. Serious difficulty would be involved in obtaining access to the data. There would be problems of interagency cooperation to resolve inconsistencies in measurement concepts, classifications and other statistical procedures; and there would be additional, equally serious ones of safeguarding the confidentiality of individual records so as to protect personal privacy and to comply with the agencies' own restrictions on data release. But the technology for such data consolidation is at hand, as are analytical procedures for the construction and evaluation of estimates of area population characteristics. In the absence of other economically feasible means for supplying the needed statistics, there seems no choice but to proceed with the experimentation and innovation necessary for the solution of these problems and for the eventual translation of the data from agency records into usable area population and manpower information.

The Nature of Agency Data

The nature of the data in government and private agency records, their many limitations, and the problems involved in translating them into useful statistics on the "North City's" population have been the principal subjects of the second part of this research report. That these agency files contain massive amounts of manpower information has been amply documented there. So also, unfortunately, has been the fact that almost none of these data are currently tabulated and available for analytical use. Evaluative studies of the accuracy of the agencies' data and their suitability for use in the development of comprehensive estimates of current population characteristics were attempted as part of the research; but the absence of summary measures of the information contained in the individual records and the lack of corresponding information independently derived for use in determinations of the accuracy and representativeness of such summary measures have prevented more than a cursory appraisal of the adequacy of the data described.

The data in Table IV are illustrative both of the kinds of information secured by interviewers in the various agencies and of the disparities among forms in the entries required. Still other items appear on some of the forms listed in the table; and still more information is collected in the many additional forms which these agencies complete for other purposes.[1] Although these forms are designed primarily for operational rather than statistical use, most of the data on them is easily susceptible to aggregation and tabulation. That such tabulations have rarely been made is far more the result of severely limited statistical resources in the local agencies than of the deficiencies in the data themselves.

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[1] Illustrations of thirty-two of the principally relevant forms appear in Part II of this report, along with discussions of their content and of the procedures by which they are completed and maintained.

TABLE IV

ILLUSTRATIVE ECONOMIC AND SOCIAL CHARACTERISTICS OF THE POPULATION OF PHILADELPHIA AS CONTAINED IN SELECTED AGENCY FORMS*

Item	Public School Admission Application	Employment Service Application	Unemployment Compensation Application	Application for Public Assistance	Public Assistance Employability Data
Name	X	X	X	X	X
Address	X	X	X	X	X
Social Security Number	-	X	X	X	X
Birthdate	X	X	X	X	X
Birthplace	X	-	-	-	-
Sex	X	X	X	X	X
Race	-	-	-	-	-

TABLE IV

ILLUSTRATIVE ECONOMIC AND SOCIAL CHARACTERISTICS OF THE POPULATION OF PHILADELPHIA AS CONTAINED IN SELECTED AGENCY FORMS (CONTINUED)

Item	Public School Admission Application	Employment Service Application	Unemployment Compensation Application	Application for Public Assistance	Public Assistance Employability Data
Marital Status	-	X	-	X	-
Occupation	-	X	X	-	X
Work History	-	X	X	-	X
Education	-	X	-	-	X
Training	-	X	-	-	X
Date of Form	X	X	X	X	X

* Source: Agency forms as illustrated in the second part of this report, pp. 14, 47, 48, 79, 84 and 86.

Problems of Coverage and Consistency

Agency data, like those of censuses and surveys, also present the problem of undercounting, since their programs are applicable only to parts of the entire population within a given area. Generalizations concerning the magnitude of the problem are impossible, partly because of the unique characteristics of each agency's programs and partly because of the unavailability of any accurate basis for making statements about the extent of program coverage. It is probable, for example, that data on the public and parochial school children in the younger age groups where the "dropping out" problem is at a minimum would provide a completeness of coverage of these age groups even greater than could ever be achieved by a conventional census. Similarly, it appears likely that public assistance data on the lowest income groups of the population might be far superior in their completeness of coverage than any to be obtained by conventional survey procedures, especially when the difficulties are considered in the conduct of surveys among the urban poor. But such speculations are no substitute for a comparison and analysis, census tract by census tract, of the corresponding items of data acquired from the alternative data sources at the same point in time. Indeed, the ultimate in analysis of the comparative adequacy of census data and agency data can only be achieved through such means as the computer matching of the information from both sources--as has been done, for example, in a few special studies by the Bureau of the Census in the course of its own evaluation programs.

However, incomplete population coverage is not necessarily a bar to the usefulness of agency data, as is regularly demonstrated by the availability of the total number of the insured unemployed for the overall metropolitan area. Such totals are valuable economic indicators in their own right, since they reflect area economic conditions, even though they fail to include those not covered by unemployment compensation. They would become even more useful if they were also available for the residents of areas such as the "North City," along with data from other sources which might convey some indication of the magnitude of the numbers of unemployed omitted from program coverage.

Another disconcerting problem of coverage is the occasional absence from agency records of critically needed items of information, such as the item of race which is barred by statute from appearing on many standard forms. Only in the census tracts whose population is predominantly nonwhite would such an omission present no problem. In some instances, however, separate procedures for racial identification of program participants are necessary to meet special reporting requirements, as in the case of the public schools' annual racial survey.

The various problems of coverage in agency data would be considerably lessened if it were to become possible to match the records of several agencies and merge their data --with, of course, appropriate safeguards for the confidentiality of their information. Under such circumstances, the relatively scant information obtained on large population groups, such as licensed drivers, registered voters or persons who pay the Philadelphia wage tax, might be of great value, analytically, in assessing the extent of the population undercoverage of the more detailed service agency data.

Errors and omissions in the data recorded on agency forms are as inevitable as those encountered in censuses and surveys. The same possibilities exist, however, for offsetting of these errors in the aggregation process. There is, in addition, evidence that the agencies' provision of services may offer a quid pro quo for accurate answers during the interviewing process which is superior to any that survey methods could generate. Moreover, in the case of some data, as in the public assistance and unemployment compensation records, legal penalties exist for erroneous statements, along with procedures for independent checking of the accuracy of individual responses.

Mergers of information from several agencies would require the establishment of uniform inter-agency statistical procedures, if consistency were to be ensured in compiling such totals as the numbers of persons in various occupational or other classifications. While uniformity of statistical standards is another ideal, to be approached only gradually and imperfectly, there is ample precedent at the federal government level that efforts in this direction can be successful.

Problems of Tabulation and Statistical Technology

It has been observed that most agency data may be found only in scattered files and that they are not likely to be tabulated or otherwise made accessible without substantial augmentation of the agencies' resources for statistical operations. Since names and addresses are generally available on the individual records, and since the technological means exists for coding of address to indicate city block and tract location, the tabulation of these data by area of residence is perfectly feasible, if not economically possible at present. A similar technological feasibility exists for the merger of information on different records pertaining to the same individual or family. However, the recognition that these operations are possible is not meant to suggest that they can be accomplished without a great deal of experimentation to provide the many detailed refinements of techniques which will undoubtedly become necessary to solve the problems of implementation on a large scale.

The problem of the varying time references of the data in different records is one example of the kind of difficulty which must be resolved through procedural experimentation. The data on agency records are recorded in a continuing process and cannot, therefore, pertain to a common time period, as is possible for census or survey information. The data, once entered in the agency files, remain static, while the individuals concerned move to new addresses, change jobs, acquire or lose dependents, or otherwise invalidate the information that was correct when provided. Even aggregation of the data from the most recently acquired records could result in the adding together of current and obsolescent entries. One solution to the problem lies in empirical studies of samples of such records to determine the average time spans within which significant data obsolescence occurs and establishment thereby of currency restrictions on items to be included in statistical tabulations. Such procedures would, at the same time, establish a time reference period for the data being aggregated.

In evaluating the limitations of agency data such as those here discussed and the many others appearing in the agency-by-agency appraisals contained in the second part of this report, it is necessary to avoid the extreme reactions either of a completely pessimistic attitude toward the many problems or of a naively optimistic idea that meaningful data might immediately be produced if only a computer could be made available. The valid assessment appears to be that the data, as they now exist, are worth the effort and expenditure of serious experimental attempts to make them accessible and to explore the alternative means for incorporating them into a general multiple-source and multiple-purpose information system.

CHAPTER 5

ELEMENTS IN THE DEVELOPMENT OF AN URBAN MANPOWER INFORMATION SYSTEM

In the current debates concerning data requirements and the means to satisfy them, there are many who would put all their faith in the capacities of computers to create data banks for the storage of all the figures now hidden in the files of government agencies--figures which, once centralized and made accessible, would supposedly solve the information problem. Yet, if one considers the state of the existing data as heretofore described, he will realize that such data banks would be totally inadequate without considerable further research on the quality of the data and on the means for ensuring their consistency and suitability for use in the development of comprehensive manpower information systems. He will discover that the proposed data banks would, at present, constitute little more than an electronically maintained equivalent to the existing statistical confusion.[1]

At the other extreme in the debates are those who would find the solution to the information problem simply in the expansion of census and survey efforts. There can, of course, be no quarrel with the desirability of more frequent censuses of population and of counterparts to the monthly Current Population Survey in the major urban areas; but, in the last few years, there has been almost as much sentiment in Congress for curtailing as for expanding census and survey activities. Moreover, in view of the many difficulties in obtaining data of defensible accuracy in poverty-area surveys, there could be no guarantee of adequate data even if means were to be found to finance additional population survey operations.

It should be made clear at once that no acknowledgment of the serious limitations of censuses and sample surveys of households in the urban poverty areas can diminish their necessity. Indeed, among statisticians and other professionals concerned with small-area data, there is a significant consensus in favor both of mid-decade and decennial censuses and of additional sample survey efforts as well. Naturally, these views are likely to be influenced by an understandable inclination toward conventional methods and by a perfectly justifiable fear that expenditures on innovative and untested programs might be used as excuses to curtail existing statistical activities of proven merit. Nevertheless, innovation is clearly necessary--along with the continuation of current censuses and surveys--if the needs for manpower information are to be satisfied.[1]

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[1] The naivete of much of the current thinking about data banks is made clear in several recent proposals for a national data center. See, for example, Edgar S. Dunn, Jr., Review of Proposal for a National Data Center, U. S. Bureau of the Budget, Office of Statistical Standards, Statistical Evaluation Report No. 6, Washington: U. S. Bureau of the Budget, December, 1965, pp. 22-24.

THE CONTRASTING ROLES OF AGENCY ADMINISTRATIVE DATA AND CENSUS AND SURVEY DATA IN AN URBAN MANPOWER INFORMATION SYSTEM

Implicit in the concept of a system of statistical information is the notion of integrating data from many

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[1] What with the limitations of present census and survey data, the alternative to innovative programs for Philadelphia's "North City," at least, is quite simply no adequate data at all. It should be observed, however, that some heed has begun to be paid to this fact: in

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sources (censuses, sample surveys and agency administrative records) so as to maximize the usefulness of alternative types of available--or potentially available--statistics by assigning to each source that specialized role in the overall system that is warranted by its particular advantages. Under such an arrangement, it is perfectly conceivable that administrative records at the various levels of governmental operations (including those of the Social Security Administration and the Internal Revenue Service) could, in time, obviate the need for such present census questions as those on employment status, income and other individual characteristics. Given the state of current statistical systems, it must certainly be admitted that such thinking is both visionary and impractical at present; but when the results of the statistical efforts now being made are compared with the overwhelming immediate requirements for information, it is clear that radical innovation is not only necessary but inevitable.

June, 1968, the U. S. Department of Labor started an experimental sample survey program in the Concentrated Employment Program areas of Atlanta, Chicago, Detroit, Houston, Los Angeles and New York. The purpose was to produce detailed manpower information for the slum populations of these six cities.

There can be no question that census data will, for the time being, continue to occupy a dominant position in any successful urban information system, since these statistics are the only ones whose availability is reasonably assured; but this fact should not be allowed to eclipse the importance of other data sources or to deter the transition from mere speculation concerning their functions to active utilization of them in the system. In this connection, it is regrettable, for example, that local agency data cannot be subject to greater exploitation in the conduct of the coming 1970 Census. To be sure, the use now planned of Post Office records of addresses for the improvement of Census coverage in mailing questionnaires is a major step in the direction of utilization of government agency information; and so too is the Census Bureau's collaboration with local agencies in the preparation of address coding guides. But the most significant potential of local data for the purposes of the 1970 Census lies in their use as checks on the completeness and accuracy of Census results in an expansion of the evaluation studies already so successfully pioneered by the Bureau for earlier censuses.

The eventual role of agency data, combined with census and survey data in larger statistical systems, will doubtless depend upon the degree of success to be attained in overcoming institutional and technological obstacles to the integration of the agencies' information into those systems. Three distinct phases may be envisioned in the continuing process of obtaining greater utilization of agency data: first, the development of statistics on the populations being served by individual agencies; second, the coupling by analytical methods of agency data with census or survey data in a system of current and comprehensive estimates of characteristics of the general population; and finally, when efficient and inexpensive methods of record-matching become possible under appropriate safeguards of data confidentiality, the development of an entirely new kind of population census in which agency records--rather than household questionnaires--would constitute the basic source of data.

The Current Population Survey has amply demonstrated that well designed sample surveys, efficiently executed, offer much the same potential for comprehensive data on population characteristics as do the censuses; and they could also provide, just as well as the censuses, the bench mark data necessary to any system of current estimates for a major poverty area. But, as has already been shown (in the example of the tract estimates from the twenty-five percent sample of the 1960 Census),[1] the number of persons interviewed in a sample must be extremely large if the sampling error for estimates pertaining to small groups is to be kept within reasonable bounds. Even so, the costs of sampling on an appropriately large scale would still be less than the costs of additional censuses. It seems likely, therefore, that the use of sample surveys must increase as means to obtain the information necessary between censuses to supplement data from administrative records.

Until that time when it may become possible to develop more frequently recurring population censuses by means of the large-scale integration of data from agency records, the solution to the problem of urban manpower information must lie in a system for the regular provision of current estimates--a system in which administrative data from the operating agencies would constitute the basic source of "raw" statistics for the construction of comprehensive estimates, while censuses and sample survey data would contribute primarily to the design of mathematical methods of estimation and to evaluations of their adequacy. The concept of such a system is not novel in itself; it reflects the approach of most of the analytical methods currently used in the provision of intercensal estimates of population characteristics. Nevertheless, it differs from past thinking in one considerably significant respect, namely: its presupposition of the availability of administratively obtained data with quality and detail sufficient to support estimates, not merely of total population or of total unemployment, but of the entire range of information required to solve present manpower problems. The vision is of a truly comprehensive system of statistical intelligence based primarily upon the data-collecting activities of operating (as opposed to statistical) agencies, with census and survey data playing supplementary--if nonetheless essential--roles.

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[1] Supra, pp. 78-79.

DATA CONFIDENTIALITY AND THE PROTECTION OF PERSONAL PRIVACY

Statistical programs constitute no exception to the general rule that all government activity in the United States may exist only as long as it remains acceptable to a majority of the voting public. Indeed, they require much more than simple acceptance; they also depend upon the remarkable degree of public cooperation in responding to tediously lengthy questionnaires that has been responsible in large measure for the success achieved by the Bureau of the Census and other government agencies in obtaining presently available population data. It is true, of course, that individual cooperation has often been exacted by law (as in the case of the censuses) or, to some extent, by agency regulations as a condition for program participation (in the instance of data collected by the manpower and welfare agencies). Nevertheless, with or without such requirements, the requested information has heretofore been furnished with only rare complaint by a public convinced, not only that the data are necessary, but also that, since its responses are treated as confidential, there can be no undue invasion of individual personal privacy involved. In recent years, however, the combination of greatly increased demands for data on individuals and the rapid development of computerized facilities for the storage and dissemination of such information has raised serious questions with regard to the continuation of public acceptance of new statistical programs and of public cooperation in them. Even the operations of the decennial census have been challenged, despite its strict legislative safeguards of confidentiality and its unbroken record in protecting the privacy of the individual respondents.

Public concern over the many possibilities for undue intrusions into individual privacy has been manifested by the frequent instances of magazine and newspaper articles --and even books--dealing with the subject, by recent Congressional hearings, and by a number of legislative proposals of which several would, unfortunately, limit the scope of the 1970 Census. The issues involved are, indeed, much broader than those related to governmental collection and use of population statistics. They extend to questions of the propriety of the private information systems developed by such non-governmental agencies as the credit card and credit rating firms and to the especially serious problems posed by electronic and other means of physical surveillance of individual activity. Amid this general concern, however, it is the governmental statistical programs, strangely enough, which seem to offer the most tempting targets to persons and groups who desire action to eliminate possible abuses to individual privacy.

It should be recognized that at least some of those who would curtail existing government statistical activities are using invasion-of-privacy arguments to cloak their general opposition to federal economic and social programs. Surely they realize, consciously or unconsciously, that statistics are essential for the justification of governmental programs as well as for program management and that curtailment of the supply of information would be an effective curb to government action. While it is curious that many of the Census Bureau's antagonists seem more worried about its relatively innocuous questions on housing quality (e.g., the questions on bathroom facilities) than they are about more serious government intrusions into personal privacy (e.g., wiretapping), the intent of the present comment is not entirely to deny the validity of some of their arguments, but rather to consider the issues in a more proper perspective, with awareness both of the importance of statistical information and of the impeccable record of federal statistical agencies in the maintenance of data confidentiality.

However specious the blandishments against government statistical programs may appear to be at present, one dares not ignore the Orwellian possibilities that exist in the establishment of computer-based information systems. It is obvious that neither computers nor any other mechanical elements in the systems are in themselves

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necessarily invasive of personal privacy in any harmful way. It is, instead, the awesome prospect of human misuse of the capabilities of the machines that constitutes the threat to individual civil liberties; and it is this threat that must be eliminated if any profit is to be gained from the many opportunities offered by computers and by the better information they can afford.

Naturally, there is no real infringement of individual privacy in the release of summary measures of population characteristics for large groups of people, as, for example, employment totals, income averages or birth rates. Such data are published by government agencies with the strict observance of the simple criterion that no statistic be released from which information on any one individual could be deduced. The restriction is one imposed by more than statute or agency regulation; it is fundamental to the code of professional ethics among statisticians, a code which has been as rigidly observed as that of the medical and legal professions.

However, regardless of the matter of professional ethics, legal restrictions are essential on the release of data maintained in local information systems, if public confidence is to be sustained. Certainly, in the absence of a strong statutory safeguard to individual privacy, it should be unthinkable to establish a system for computer-matching and compilation of the data contained in various agencies' records. No data on any individual from such a centralized source should be released at any time for use by other individuals--not even to the personnel of the agencies that may have supplied the information in the first place--and all such data should even be exempt from judicial subpoena. Moreover, any local statistical agency established for the centralization of data would have to be as professionalized and as independent of domination by its sponsoring governmental unit as are the federal statistical bureaus themselves.

Many possibilities for the protection of privacy exist within the very operations, procedural and mechanical, of a record-matching and data-consolidation system. For example, sensitive items of data, such as criminal records or scores from psychological tests, could and should be excluded from the system; and it might prove desirable to place currency restrictions of five or ten years on individual historical information,[1] even at the expense of limiting the opportunities for statistical analysis of such phenomena as migration patterns. Finally, additional safeguards could be applied to enhance the physical security of computer operations in order further to prevent any unauthorized access to the individual computerized data files.

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[1] A number of such restrictions have been incorporated into a data system based on agency records now being developed by the United Planning Organization, Washington, D. C.

It cannot be denied that statistical operations of the type here under discussion do, by their very nature, intrude upon personal privacy to a slight extent; but this is hardly an issue that needs rehearsal. The significant problem is rather that, as far as interagency data programs are concerned, no strict guarantee as yet exists that the necessary invasion of privacy will bring no economic, social or psychological harm whatsoever to any single individual who has supplied data on his own personal characteristics. It would be a grave error to enact laws that might prevent the acquisition of such information; but equally serious would be the failure to develop the legislative and procedural elements of such a guarantee which, along with continuing public and private vigilance to prevent abuses of statistical systems, constitutes nothing less than a sine qua non for the urban manpower information necessary for useful and efficient manpower programs.

THE DEVELOPMENT AND INTEGRATION OF LOCAL DATA SYSTEMS

The apparently simple and easy assumption that centralization of agency data will provide the basic statistical resource for an urban information system leads one to still another series of questions. How, where, and at whose initiative will the development begin? Who will finance its activities? Who will carry out the work? How will agency cooperation and statistical coordination be secured? What will be the appropriate degree of centralization? And so the list of queries lengthens. The questions are deceptively simple, and there are no facile answers. For each there are alternative and inconsistent possible answers and insufficient grounds for choices of the correct ones. Federal and state agencies have had little or no guidance to offer with respect to the problems; and, as a result, city governments and individual local agencies have taken a wide variety of approaches to the development of data systems. While the differing approaches offer opportunities for comparative evaluations of system adequacy, they also present the risk of statistical inconsistencies which will inhibit inter-area comparisons of data and the exchange of information among governments.

Intergovernmental Aspects of Systems Development

The complexity of the problems of developing effective information systems has been made particularly evident in the recent report of an Intergovernmental Task Force on Information Systems which considered the impediments to such systems and the means for their removal.[1] All of the recommendations of this group's study are as relevant to the development of local manpower data systems as they are to other types of governmental information needs; and its major ones are indicative, not merely of some of the necessary action, but also of the fact--perhaps insufficiently stressed thus far in the present report--that many of the problems in the design of urban manpower information systems have aspects which transcend both the boundaries of the local area and the concept of manpower information itself. The recommendations would provide for the coordinated development of information systems within each level of government, for the organiza-

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[1] Intergovernmental Task Force on Information Systems, The Dynamics of Information Flow, Recommendations to Improve the Flow of Information Within and Among Federal, State and Local Governments, A report furnished to the U. S. Bureau of the Budget and other sponsoring agencies, April 1, 1968.

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tion of active consultation between governmental agencies at all levels to facilitate system development, for the pooling of information resources, for the sharing of technological experience, and for the establishment of statistical standards and arrangement for systems compatibility.

While the discussion of the report on information systems deals more with the broad outlines of needed action than with specific details of the systems, it is explicit on many aspects of the requirements for organization, coordination and financing. Information Coordinating Offices are proposed at each level of government to exercise centralized guidance over the development and organization of the various systems and subsystems, to provide professional expertise, to establish statistical standards, and to make periodic audits of system operations. It is suggested, moreover, that the Information Coordinating Offices not have operational responsibility for the specific information systems themselves, but rather that operations be left to other governmental units.

Financing of the statistical activities presumably would depend on a variety of governmental sources, although federal grants-in-aid are suggested for the initial costs of development and operations. The second of the Task Force's recommendations deals with the problems of obtaining such grants when many federal agencies and aid programs may be prospective sources of the much needed funds.[1]

Such other proposals as those for institutionalizing arrangements for intergovernmental consultation and for the sharing of experience in the development of information systems are clearly obvious needs, if interagency cooperation is to be obtained and if unnecessary duplication of effort is to be prevented. The report speaks in general terms of problems of "continuous reinvention of systems and techniques already in existence" and "unilateral development of hundreds of basically similar systems." Federal government leadership and assistance in the solution or elimination of such problems would clearly be desirable, with the possible specific actions at the federal level ranging from the provision of a model statute for state and local laws to protect data confidentiality to the development of standardized forms for the recording of personal information during local agency interviews.

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[1] It was noted that one particular proposal for an integrated information system involved six federal agencies and twenty different aid programs! The recommended Joint Funding Simplification Act would simplify the administration of grants-in-aid, allowing federal agencies to combine related grants into a single financial package.

It is apparent from a consideration of Philadelphia's statistical activities that it will be no easy task to secure the kinds of interagency cooperation discussed in the Task Force's report and necessary for an information system which draws its data from many sources. Even if a system were to be designed for a single area such as the "North City," agreements would have to be obtained on both policy and procedural matters from all the many agencies whose data would be desirable components of the pooled information resource. The prospects for cooperation among so many agencies would seem hopeless but for the fact that the urgency and complexity of manpower problems has already resulted in an unprecedented number of multiple-agency and intergovernmental cooperative programs and activities. It is only because of these recent achievements that one can speculate on the success of interagency statistical collaboration as a means to produce results for everyone that no single agency could obtain alone.

Developing Philadelphia's Existing Manpower Data Systems

The concept of a manpower information system is a convenient one for the discussion of data requirements and the means of producing them. However, there is no such system now in existence as a single entity at any level of government; nor, probably, will there ever be. At the federal level there are, instead, the Bureau of the Census, the Bureau of Labor Statistics and many other agencies, all working in relative independence with their efforts coordinated by the Office of Statistical Standards of the Bureau of the Budget and through the offices of interagency committees. Some what similar arrangements may be found in the statistical organizations of state and local governments, although usually in a far more rudimentary form.

Philadelphia's existing statistical systems, as the second part of this report makes clear, are adjuncts of its various governmental service programs and are as decentralized and uncoordinated as the programs themselves. While it might be argued that a city of approximately two million persons should possess an information-gathering agency independent of particular operating programs, there appear even stronger arguments for continuing and strengthening the present decentralized arrangements; for--apart from the costs of programs for the direct collection of needed statistics--there are major advantages to be afforded by the agency-client relationship now present in the interviewing and data-collecting activities of the government service programs.

It would be desirable to strengthen and expand the individual agency information systems even if there were no prospects for data sharing, since so much potentially useful data lie buried and inaccessible in the agency files. Whether one considers the school systems or the public employment service or any of the other local programs investigated as part of this project's research, the findings are the same: inadequate budgets for statistical activity have precluded facilities and staffs sufficient and necessary to convert much of the available data inscribed on individual records into information useful even for the agencies' own managerial decisions. Not the least of the many benefits which could be obtained from action to develop a coordinated interagency statistical program, therefore, would be those accruing to the agencies themselves through more intensive internal use of their own data resources.

The extent of the development of individual agency statistical programs varies widely. Several agencies have progressed to such a degree that highly sophisticated use of computers in data-processing activities is now possible. Of particular note is the achievement of the public school system in assembling data obtained on individual students from several hundred schools and in tabulating this information, not only by school, but, with the aid of a computer program for the coding of addresses, by census tract and even by city block of students' residences as well.[1] The statistical distributions by age, sex and race so obtained are of critical value for facilities-planning, capital-budgeting and other administrative uses; and, in addition to their value for school administration, they constitute a most important demonstration of the feasibility of large-scale statistical operations involving matching and merging of individual information from many locations into statistics by residence as well as by place of activity.

The success of this element of the public schools' data program would probably not have been possible without another locally developed statistical resource: the real property location index (or address coding guide) of the city's Department of Finance. The index is a product of the city's continuing and detailed inventory of all its more than half a million parcels of land; and it is available for purchase in book form or on computer tape.[1] Its existence is another illustration--one of many that could be mentioned--that Philadelphia already possesses many of the means necessary to satisfy its own information requirements and that the present need is simply for acceleration of the systems development now well under way.

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[1] For a discussion of the public schools' data blank see the second part of this report, pp. 28-30.

Currently, Philadelphia lacks an agency with the functions and powers of the Information Coordinating Office proposed by the Intergovernmental Task Force on Information Systems. In addition to coordination activities and development of statistical standards, such an office could prove vital in stimulating the city's further development of area information systems. However, Philadelphia does have within its government the Management Information Advisory Council, a sizable and well organized consultative group made up of representatives from its major agencies and charged with broad responsibilities in the development of a comprehensive system of managerial information for the purposes of all departments of the city's government. It ranks as a highly suitable prototype for the kind of intergovernmental consultative group that must eventually link state and federal activities--as well as local government efforts--in the design of information systems.

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[1] Further discussion of the location index may be found supra, pp. 38-39, and in the second part of this report, pp. 125-126.

The major problem in the evolution of local systems is undoubtedly the economic one of financing new activities. Agency statistical budgets are barely adequate in many instances to maintain the functions now performed. As Philadelphia's public school system recently discovered, it is true that, besides new kinds of statistical information, computerization of activities may also produce more efficient and less expensive ways of accomplishing existing operations; but the initial costs of innovation remain forbidding for most agencies. Although interagency sharing of computer resources might contribute toward minimization of these costs, local manpower information problems, like local manpower problems in general, may well be resolved only with the help of substantial federal assistance.

Prospects for Local Centralized Data Facilities

The notion that data obtained from local manpower agency operations may be pooled as a centralized statistical resource presupposes the existence of a data center capable of the activities involved in translating multitudes of individual items of information supplied by many agencies into more comprehensive types of manpower statistics. Such a center would have, at a minimum, two major functions: first, the processing and conversion of data on individual persons into tabulations of summary statistics, and, second, the preparation and publication of comprehensive manpower estimates based on these summary data. It would be premature, however, to attempt to detail here the organization and functions of a central local data facility at length; for the present research has not been extended into many of the relevant technological and procedural questions involved. Indeed, since there are few precedents for such an operation, it is likely that the initial efforts of any central information agency would require a considerable amount of experimentation and subsequent accomodation to the circumstances encountered.

Presumably, the organization and operations of a local data center would be analogous in a number of respects to those proposed by the Kaysen Report[1] for a National Data Center (except, of course, that local agencies would be the primary contributors to and beneficiaries from the center's activities rather than federal ones). As in the National Data Center proposal, it is even conceivable that manpower data would be only one of the several kinds of economic, demographic and social information for which a local center would bear responsibility. Aside from these speculations, however, the chief relevance of the Kaysen Report to the present considerations lies in its recognition of the problems and inefficiencies of decentralization of government statistical programs and in its suggestions for the gradual evolution of new and centralized statistical

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[1] The Kaysen Committee (or, simply, Kaysen) Report, formally titled Report of the Task Force on the Storage of and Access to Government Statistics and dated October, 1966, was submitted to the Director of the U. S. Bureau of the Budget. Its proposal for a National Data Center envisages the establishment and maintenance of an integrated inventory of all relevant and available federally obtained data as well as those potentially to be supplied by cooperating state and local governmental units. The Center would have both operational and research functions and would be an independent organization within the Executive Office of the President.

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activity as a supplement to existing programs. It recommends that the new federal organization be "started on a sufficiently firm basis to permit it to survive the inevitable birth trauma" and that thereafter its activities relative to those of other statistical agencies be determined on the basis of which agencies can and will provide "quicker, cheaper, and better sources to meet rapidly expanding demands." Such suggestions appear as eminently appropriate guidelines for the gradual development of innovative local counterparts to the proposed National Data Center.

In order that it might possess the necessary flexibility to pursue its developmental tasks, it is important that any newly created local data center should be adequately supplied with a technologically skilled staff and with ample access to computer facilities. Initially, its programs for integration of agency-supplied data might very well be conducted on a limited basis, dealing, perhaps, with only two or three of the major data-producing agencies, for the purpose of innovating and testing procedures. Whatever form the early activities of a a centralized data agency might take, its organizational framework ought certainly to provide every assurance of data confidentiality, interagency cooperation and statistical coordination, and ultimate expansion into a truly functional multiple-purpose information system.

REQUIREMENTS FOR ADDITIONAL RESEARCH

No one need be told that research is a continuing process. It must be particularly so in the matter of the initial design of any urban manpower information system and in its subsequent development and activity, in proof whereof it will be observed that far more questions seem to have been raised in this present report than have been adequately answered in it. Equally clear is the fact that still additional questions are certain to arise as the various local, state and federal agencies continue in their efforts to resolve their many information problems. Apart from the technological and procedural issues involved in the evolution of agency programs for the utilization of data and in the initial organization of centralized statistical operations, there are many problems that will only be encountered in their full complexity at such time as more data begin to become available from the newly devised information systems.

Technical aspects of record-matching and data-merging may be expected to prove particularly troublesome, considering the relatively primitive state of many of the agencies' present data-accumulating operations and the variety of forms and procedures now in use among them. And, while the basic technology of data-processing has undergone substantial improvement in recent years, it must be recognized that each instance of its application presents new problems of a developmental nature. The process of experimentation and improvisation that will be required for adequate solutions to these technical and procedural problems cannot but be a lengthy one. For this reason, and in view of the pressing immediate needs for data, any further delay in the initiation of this process could lead to deplorable consequences.[1]

Even less developed than present data-processing technology are existing methods for the conversion of such statistics as would surely result from any centralization of agency data into suitable estimates of area manpower characteristics. A large body of literature does, indeed, exist on the techniques of estimation for the most general types of population measurements relating to large areas;[1] but little has been accomplished in the way of methodological research for the kinds of detailed estimates which this report proposes for poverty-area manpower. Nor can such research be adequately begun until the essential agency-derived data have, in some measure, been provided. Equally important, moreover, is the research requirement on the accuracy of alternative methods for the preparation of estimates. This, in turn, must await, not only the availability of estimates produced by competitive methods, but also that of data from alternative sources (whose error characteristics are known) in order that comparative analyses may be conducted.[1]

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[1] It would be highly desirable for local agencies to begin immediately with explorations of the nature of the problems to be encountered. Pilot studies and simulations of needed system activities could easily be conducted with the assistance, perhaps, of area university research staffs and other research organizations, the financing to be obtained from federal or state grants-in-aid. For a discussion of a number of elements of the problem of record-matching and a bibliography of relevant works, see Benjamin J. Tepping, "A Model for Optimum Linkage of Records," Journal of the American Statistical Association, vol. 63, no. 324 (December, 1968), pp. 1321-1332.

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[1] See, for example, the publications of the U. S. Bureau of the Census on population estimates and projections; the handbooks on estimation of the U. S. Department of Labor, Bureau of Employment Security, published for the guidance of local labor market analysts; and, of course, the many relevant articles in the journals of the statistical and demographic professions. The literature of projections and forecasting is generally relevant because of its portrayal of models which utilize both historical and current data with methodology equivalent to that employed for current estimates. A summary and critique of federal manpower projection activities may be found in U. S. Department of Labor, Manpower Administration, Manpower Projections: An Appraisal and a Plan of Action, Washington: U. S. Department of Labor, August, 1967. For an assessment of the state of small-area methods see the articles and discussions in Proceedings of the Social Statistics Section, 1967, American Statistical Association, Washington: American Statistical Association, 1967, pp. 2-27.

The areas in which research is so urgently needed are far broader than the ramified technological and methodological difficulties just described. They extend through the entire span of protean subject matter in the present report and include further investigations into the appropriateness of poverty-area and statistical-area definitions and designations, into the nature of the constantly growing requirements for manpower information, and into the adequacy of all types of data, their underlying measurement concepts and their methods of provision. Questions concerning the development and maintenance of statistical standards and coordination and of data confidentiality must be added to the list. Yet, even as the catalog of research requirements lengthens, it is imperative that no confusion be tolerated between the needs for research and the infinitely more pressing needs for the immediate initiation of new data programs. No statistical system can or has ever been organized with all of its developmental problems fully resolved or even anticipated in advance of its founding. Rather, systems of this kind must evolve in an ever continuing process of mutually concomitant research and action. Naturally, mistakes will occur in the course of developing the necessary systems--an unfortunate fact from the standpoints of time and resources expended. But such losses will surely seem negligible when compared with the steadily accruing costs of the national failure thus far to resolve its overwhelming --and still mounting--manpower crisis.

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[1] Evidence has been produced in studies of the accuracy of methods of estimation that techniques efficient for large areas may be less satisfactory for the small ones. See, for example, Meyer Zitter and Henry S. Shryock, Jr., "Accuracy of Methods of Preparing Postcensal Population Estimates for States and Local Areas," Demography, vol. I, no. 1 (1964), pp. 227-241. Similar findings appear in an exploratory study of methods of accuracy analysis for manpower projections conducted by one of the present authors under a grant from the U. S. Department of Labor, Manpower Administration: John H. Norton, Accuracy Analysis for Projections of Manpower in Metropolitan Areas, Washington: The George Washington University, 1967. A bibliography of other references on the subject of accuracy analysis and related topics also appears in the latter publication.

Part II

An Inventory and Appraisal of Local Data Resources in Philadelphia

CHAPTER 1

INTRODUCTION

Manpower programs have become increasingly a part of government and private action to solve the many problems of urban poverty. The goals of such programs are clear: more and better jobs for a growing and inadequately utilized poverty-area work force and greater opportunities for the acquisition of the skills and other requisites to fill them. Not so clear, unfortunately, is the effectiveness of the efforts to meet these goals; for, while there is much general information concerning urban poverty --its manifestations are all too painfully visible in our cities,--there are appallingly few accurate measures of the individual characteristics and needs of the residents of poverty areas. Indeed, the very lack of such data prevents any certainty as to whether the services provided are those most needed or, if so, whether they are actually bringing about the effects they were designed to produce.

New systems for the provision of this vital information are essential to adequate planning for, and implementation of, manpower and human resources development programs.

This has been the principal motivation for the inventory of local manpower data resources here reported, which has been one phase of a broader investigation[1] of the specific requirements for, and the methods of providing, current poverty-area manpower data that may be more adequate for program needs. The objectives of the research have been not only an identification of particular data requirements and of potential sources from which to furnish them, but also a much more general exploration of the various conceptual and procedural problems to be encountered in the development of manpower data systems. It was hoped at first that attention could be extended to the actual development and testing of specific methods for producing local estimates; but the unavailability of appropriate tabulated data from local agency sources or of the necessary statistical "bench mark" information thwarted this aim.

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[1] For a more detailed statement of the overall objectives and findings of the project, see Levine and Norton, Manpower Information for Urban Poverty Areas part 1. Sources and Systems of Urban Data for the Planning and Management of Manpower Programs (University Park, Pa.: The Pennsylvania State University, Institute for Research on Human Resources, 1969.)

With the exception of such occasional sample surveys as those conducted in ten urban areas in November, 1966, only the decennial censuses of population offer statistics that begin to approach the degree of detail and comprehensiveness necessary to the planning and administration of manpower programs. Of course, this does not mean that survey and census data are unusable for the purpose; with their ability to provide reliable information on entire populations, surveys and censuses can and must continue to play a critical role in any information system devised to meet the requirements of poverty-area programs. However, because of the costliness and, therefore, the infrequency of their provision, the data that they produce can make little more than a slight contribution to program evaluation. Even if data as detailed as those projected for the 1970 Census were available today, the information would still be insufficient (because of the limited number of questions that can be asked on the Census forms) on the specific needs of the poverty-area population and on the extent to which existing programs have met them. It is obvious that other means must be found to fill the demands for additional detail and for current population statistics during the intervals between publications of the findings of censuses and surveys.

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One possible source of population data has long been known to lie within the very activities that provide manpower services; for every individual person who applies to them--job seekers, students, welfare cases and many others--must invariably complete a lengthy application form, or other such record, which may often contain more detail in questions on manpower characteristics than appears in conventional population surveys. The data so acquired serve the working needs of the agencies; and, when statistical resources occasionally permit, they are tabulated as indicators of the characteristics of that particular segment of the population that receives the agencies' services. Yet these important records remain nothing more than strictly operational documents, eventually retired from the agencies' active files. Their potential usefulness in supplying the critical need for general population information goes unconsidered. This is partly due to the natural, and somewhat justifiable, skepticism of the experienced statistician who recognizes the problems of comparability, comprehensiveness and accessibility inherent in the use of agency records. But the fact remains that supplementary sources of population data must be found; and, in the absence of other alternatives, there may be no choice but to devise means to open

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the way to the consideration and use of operationally derived data for program management and general statistical purposes.

The identification of at least some of the dimensions of the problems just cited--comparability, comprehensiveness and accessibility--was a major motive for conducting the data inventory and appraisal contained in this report. And it was clear that first-hand inspection was essential if the limitations of the data were to be discovered, and that a community representative of most major urban poverty areas should be selected as a focus for research in a city whose population and service programs would be diverse enough to ensure a full spectrum of data potentials and difficulties to be met. Such an area is the north-central section of Philadelphia, a poverty neighborhood with a population of more than 300,000 persons which is, as far as it is known, relatively homogeneous with respect to manpower characteristics and economic problems, and which is served by literally hundreds of public and private manpower and manpower-related organizations--if one counts all the agencies, from the giant public school system to the neighborhood welfare and social services, who contribute to the education, training, counseling and job placement of the citizens. The "North City" poverty neighborhood of Philadelphia was therefore chosen for study;[1] and all of its manpower activities were recognized as potential producers, as well as consumers, of the much sought after data.

Early in the course of the investigation, it became obvious that the scores of small agencies serving the "North City" area had neither the volume of activities nor the quality of detailed information necessary to be regarded as having any immediate potential as statistical sources. Hence, attention was focused upon the data systems of the large public agencies whose quantities of statistical information and standardized forms and reports most easily lend themselves to processing and assembly. Even here, certain difficulties became apparent at the outset. There was no consistent pattern of service-area jurisdictions that coincided with either the "North City" area or with its component parts; and thus was eliminated the possibility of using existing tabulations from the chosen agencies' recurring administrative reports to reveal the population characteristics of the neighborhood. In addition, problems arose from the fact that poverty-area residents themselves were not always necessarily confined in their service-seeking activities to the agencies' jurisdictional boundaries or even to those of the "North City." Indeed, some agency services are offered to residents of any area at all, without restrictions. It immediately became clear that research would have to be concentrated upon primary records and upon the problems of aggregating the information from such records into totals for the poverty neighborhood on the basis of individually listed addresses of residence.

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[1] The "North City" poverty area is most often defined as lying between Vine Street on the south, Lehigh Avenue on the north, the Schuylkill River on the west, and, roughly, Front Street on the east. This was the originally proposed "Model Cities" area. For a more complete discussion of the logic which dictated its choice for the project and of the general problems of poverty-area definition, see the first part of this report.

The chapters that follow are organized according to the major service categories of agencies from whose files the wealth of data is described and evaluated. For each agency a brief summary is given of its physical facilities, area jurisdiction and types of services and of the nature of those parts of its existing statistical system most relevant to the manpower interests of the project.

CHAPTER 2

EDUCATIONAL SERVICES

More than half of a million residents of Philadelphia are students in its schools and universities; and those who are within the age limits of legally required school attendance include all but a very few of the total population in their age group. Hence, their individual data, contained in school records, offer great potential for tabulations very closely approximating the comprehensiveness of those from complete censuses. In fact, in the case of the younger age groups where the impact of the "dropping out" problem is minimal, the completeness of coverage of the population may be even greater than could ever be achieved by a conventional census. This is especially true for poverty areas because of the difficulties in the conduct of censuses among the urban poor. Student records offer yet another potential, as will be seen, for they often contain considerable information on parents and other family members as well as on the students themselves.

Data from the many private, non-parochial schools of Philadelphia were largely disregarded in the course of this research, partly because of the diversity of their practices in record keeping and partly because of the relatively small private school enrollments, especially of children from the "North City" poverty neighborhood. Instead, research resources have been concentrated on the public and parochial school systems, the former being particularly responsible for the education of the poverty area's youth.

THE PUBLIC SCHOOL SYSTEM

Facilities, Jurisdictions and Types of Services

The School District of Philadelphia, including the entire county and city of Philadelphia, is made up of two hundred seventy-six schools serving nearly 300,000 full-time students, of whom approximately 50,000 reside in the "North City."

The schools are organized, for the most part, into

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elementary schools (grades one through six), junior high schools (grades seven through nine), senior high schools (grades ten through twelve) and vocational-technical high schools. There are also special class centers, adult evening schools, and community extension, community recreation and child care centers; and other activities include, in addition, Project Head Start, Project Get Set, Manpower Development and Training Act institutional training programs and Neighborhood Youth Corps activities.

The city of Philadelphia is divided into eight geographically defined administrative districts whose superintendents hold authority over the schools and other facilities located within their boundaries. Each school, in turn, serves its particular area within the district, although some children attend schools outside their own areas or districts, especially in cases where overcrowded conditions are relieved by busing pupils to other districts. In general, the areas served by junior and senior high schools are considerably larger than those served by elementary schools and are fewer in number. Still fewer are the vocational-technical high schools which actually serve the entire city.

The "North City" poverty area does not coincide with any one administrative district of the school system; and

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while it contains several entire school "feeder" areas, its boundaries cross through school areas of no fewer than four districts: of its fifty schools, seventeen are located in District 2, nine in District 3, thirteen in District 4, and eleven in District 5. Hence, it is not possible to determine the characteristics of the entire "North City" population as represented in school records simply by combining the school-by-school totals. It has therefore been necessary to code the information available on individual students by area location, when specific area totals were desired by place of residence.

Records and Types of Information

More than six hundred standard forms are used in school administration. Only a few of them, however, contain basic data on individual students. Table I indicates the principal items of general population information that appear on the more important forms, which are themselves illustrated in Figures 1, 2, 3, 4 and 5.

General Purpose Forms:

Several forms containing data on personal and economic characteristics are completed for all individuals

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TABLE I

ITEMS OF GENERAL POPULATION DATA REPORTED ON BASIC FORMS FOR INDIVIDUAL STUDENTS IN THE PHILADELPHIA PUBLIC SCHOOLS

(S = Student Data; P = Parent Data)

Item	Admission Application (Figure 1)	Parent Location (Figure 2)	Alphabetical Index (Figure 3)	Cumulative Record (Figure 4)	Employment Certificate (Figure 5)
Name	S,P	S,P	S,P	S,P	S,P
Address	S	S	S	S	S
Social Security Number	-	-	-	-	S
Birthdate	S	S	S	S	S
Birthplace	S,P	-	-	S,P	-
Sex	S	-	S	S	S
Employer and Address	P	P	-	-	S
Date of Form	S,P	S,P	S,P	S,P	S,P

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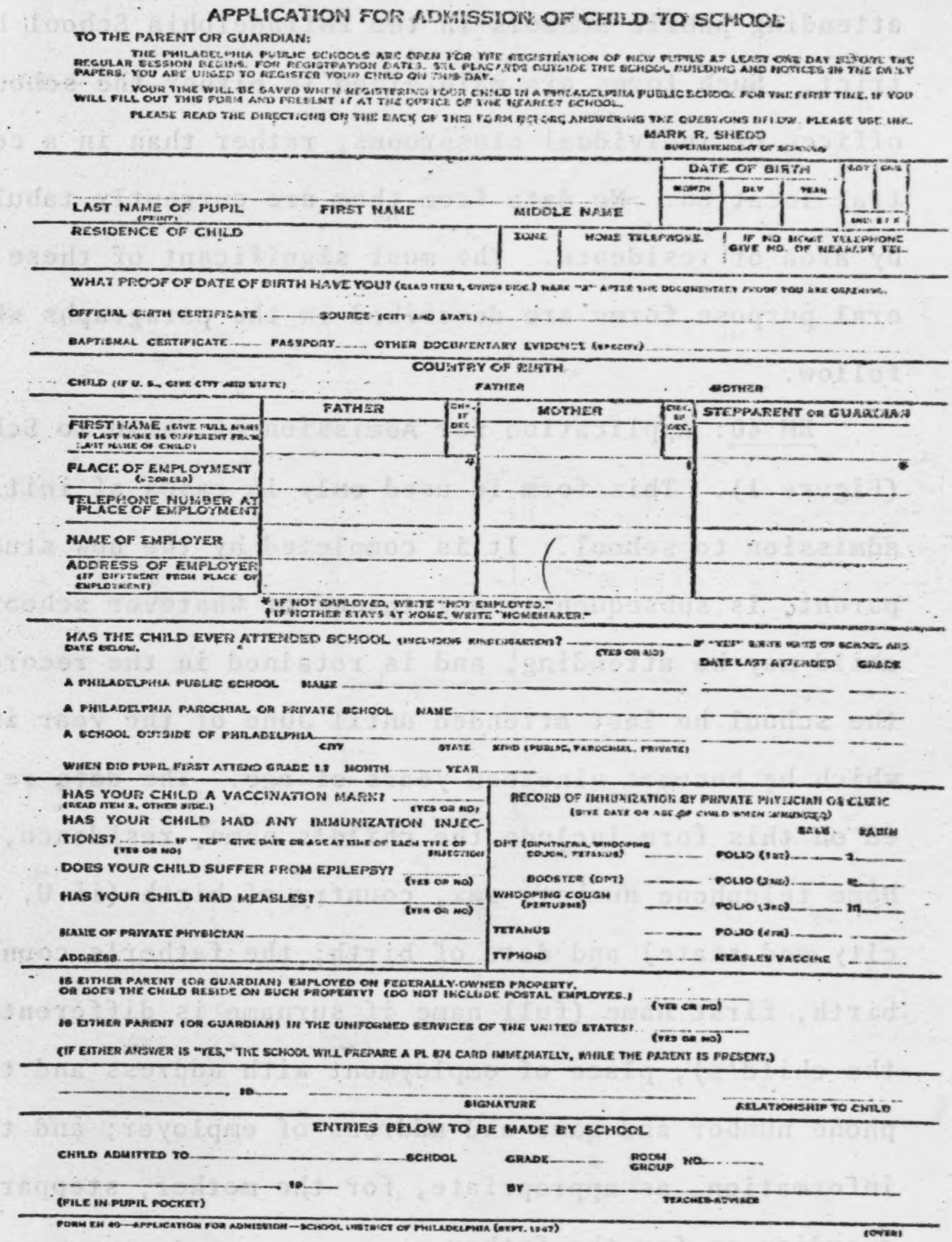
attending public schools in the Philadelphia School District. Such forms are maintained in either the school offices or individual classrooms, rather than in a central location. No data from them are currently tabulated by area of residence. The most significant of these general purpose forms are described in the paragraphs which follow.

EH 40: Application for Admission of Child to School (Figure 1). This form is used only in cases of initial admission to school. It is completed by the new student's parent, is subsequently maintained at whatever school the child may be attending, and is retained in the records of the school he last attended until June of the year in which he becomes nineteen years of age. The data recorded on this form include the child's name, residence, zone, home telephone number, sex, country of birth (if U. S. A., city and state) and date of birth; the father's country of birth, first name (full name if surname is different from the child's), place of employment with address and telephone number and name and address of employer; and the same information, as appropriate, for the mother, stepparent or guardian as for the father.

EH 4: Parent Location Card (Figure 2). The information on this card enables the school office to locate the



APPLICATION FOR ADMISSION OF CHILD TO SCHOOL

TO THE PARENT OR GUARDIAN:

THE PHILADELPHIA PUBLIC SCHOOLS ARE OPEN FOR THE REGISTRATION OF NEW PUPILS AT LEAST ONE DAY BEFORE THE REGULAR SESSION BEGINS. FOR REGISTRATION DATES, SEE PLACARDS OUTSIDE THE SCHOOL BUILDING AND NOTICES IN THE DAILY PAPERS. YOU ARE URGED TO REGISTER YOUR CHILD ON THIS DAY.

YOUR TIME WILL BE SAVED WHEN REGISTERING YOUR CHILD IN A PHILADELPHIA PUBLIC SCHOOL FOR THE FIRST TIME, IF YOU WILL FILL OUT THIS FORM AND PRESENT IT AT THE OFFICE OF THE NEAREST SCHOOL.

PLEASE READ THE DIRECTIONS ON THE BACK OF THIS FORM BEFORE ANSWERING THE QUESTIONS BELOW. PLEASE USE INK.

MARK R. SHEDD
SUPERINTENDENT OF SCHOOLS

LAST NAME OF PUPIL (PRINT) FIRST NAME MIDDLE NAME DATE OF BIRTH: MONTH DAY YEAR

RESIDENCE OF CHILD ZONE HOME TELEPHONE IF NO HOME TELEPHONE GIVE NO. OF NEAREST TEL.

WHAT PROOF OF DATE OF BIRTH HAVE YOU? (READ ITEM 1, OTHER SIDE.) MARK "X" AFTER THE DOCUMENTARY PROOF YOU ARE OFFERING.

OFFICIAL BIRTH CERTIFICATE ______ SOURCE (CITY AND STATE) ______

BAPTISMAL CERTIFICATE ______ PASSPORT ______ OTHER DOCUMENTARY EVIDENCE (SPECIFY) ______

COUNTRY OF BIRTH

CHILD (IF U. S., GIVE CITY AND STATE) FATHER MOTHER

	FATHER	CHK. IF DEC.	MOTHER	CHK. IF DEC.	STEPPARENT OR GUARDIAN
FIRST NAME (GIVE FULL NAME IF LAST NAME IS DIFFERENT FROM LAST NAME OF CHILD)					
PLACE OF EMPLOYMENT (ADDRESS)	*		†		*
TELEPHONE NUMBER AT PLACE OF EMPLOYMENT					
NAME OF EMPLOYER					
ADDRESS OF EMPLOYER (IF DIFFERENT FROM PLACE OF EMPLOYMENT)					

* IF NOT EMPLOYED, WRITE "NOT EMPLOYED."
† IF MOTHER STAYS AT HOME, WRITE "HOMEMAKER."

HAS THE CHILD EVER ATTENDED SCHOOL (INCLUDING KINDERGARTEN)? ______ (YES OR NO) IF "YES" WRITE NAME OF SCHOOL AND DATE BELOW.

	DATE LAST ATTENDED	GRADE
A PHILADELPHIA PUBLIC SCHOOL NAME ______	______	______
A PHILADELPHIA PAROCHIAL OR PRIVATE SCHOOL NAME ______	______	______
A SCHOOL OUTSIDE OF PHILADELPHIA ______ CITY STATE KIND (PUBLIC, PAROCHIAL, PRIVATE)	______	______

WHEN DID PUPIL FIRST ATTEND GRADE 1? MONTH ______ YEAR ______

HAS YOUR CHILD A VACCINATION MARK? ______ (YES OR NO) (READ ITEM 2, OTHER SIDE.)

HAS YOUR CHILD HAD ANY IMMUNIZATION INJECTIONS? ______ (YES OR NO) IF "YES" GIVE DATE OR AGE AT TIME OF EACH TYPE OF INJECTION

DOES YOUR CHILD SUFFER FROM EPILEPSY? ______ (YES OR NO)

HAS YOUR CHILD HAD MEASLES? ______ (YES OR NO)

NAME OF PRIVATE PHYSICIAN ______

ADDRESS ______

RECORD OF IMMUNIZATION BY PRIVATE PHYSICIAN OR CLINIC
(GIVE DATE OR AGE OF CHILD WHEN IMMUNIZED)

			SALK	SABIN
DPT (DIPHTHERIA, WHOOPING COUGH, TETANUS)	______	POLIO (1ST)	______	I. ______
BOOSTER (DPT)	______	POLIO (2ND)	______	II. ______
WHOOPING COUGH (PERTUSSIS)	______	POLIO (3RD)	______	III. ______
TETANUS	______	POLIO (4TH)	______	______
TYPHOID	______	MEASLES VACCINE		______

IS EITHER PARENT (OR GUARDIAN) EMPLOYED ON FEDERALLY-OWNED PROPERTY, OR DOES THE CHILD RESIDE ON SUCH PROPERTY? (DO NOT INCLUDE POSTAL EMPLOYES.) ______ (YES OR NO)

IS EITHER PARENT (OR GUARDIAN) IN THE UNIFORMED SERVICES OF THE UNITED STATES? ______ (YES OR NO)

(IF EITHER ANSWER IS "YES," THE SCHOOL WILL PREPARE A PL 874 CARD IMMEDIATELY, WHILE THE PARENT IS PRESENT.)

______, 19____ ______ SIGNATURE ______ RELATIONSHIP TO CHILD

ENTRIES BELOW TO BE MADE BY SCHOOL

CHILD ADMITTED TO ______ SCHOOL GRADE ______ ROOM GROUP NO. ______

______, 19____ BY ______ TEACHER-ADVISER

(FILE IN PUPIL POCKET)

FORM EH 40—APPLICATION FOR ADMISSION—SCHOOL DISTRICT OF PHILADELPHIA (SEPT. 1967) (OVER)

Figure 1. Public School Form EH 40: Application for Admission of Child to School

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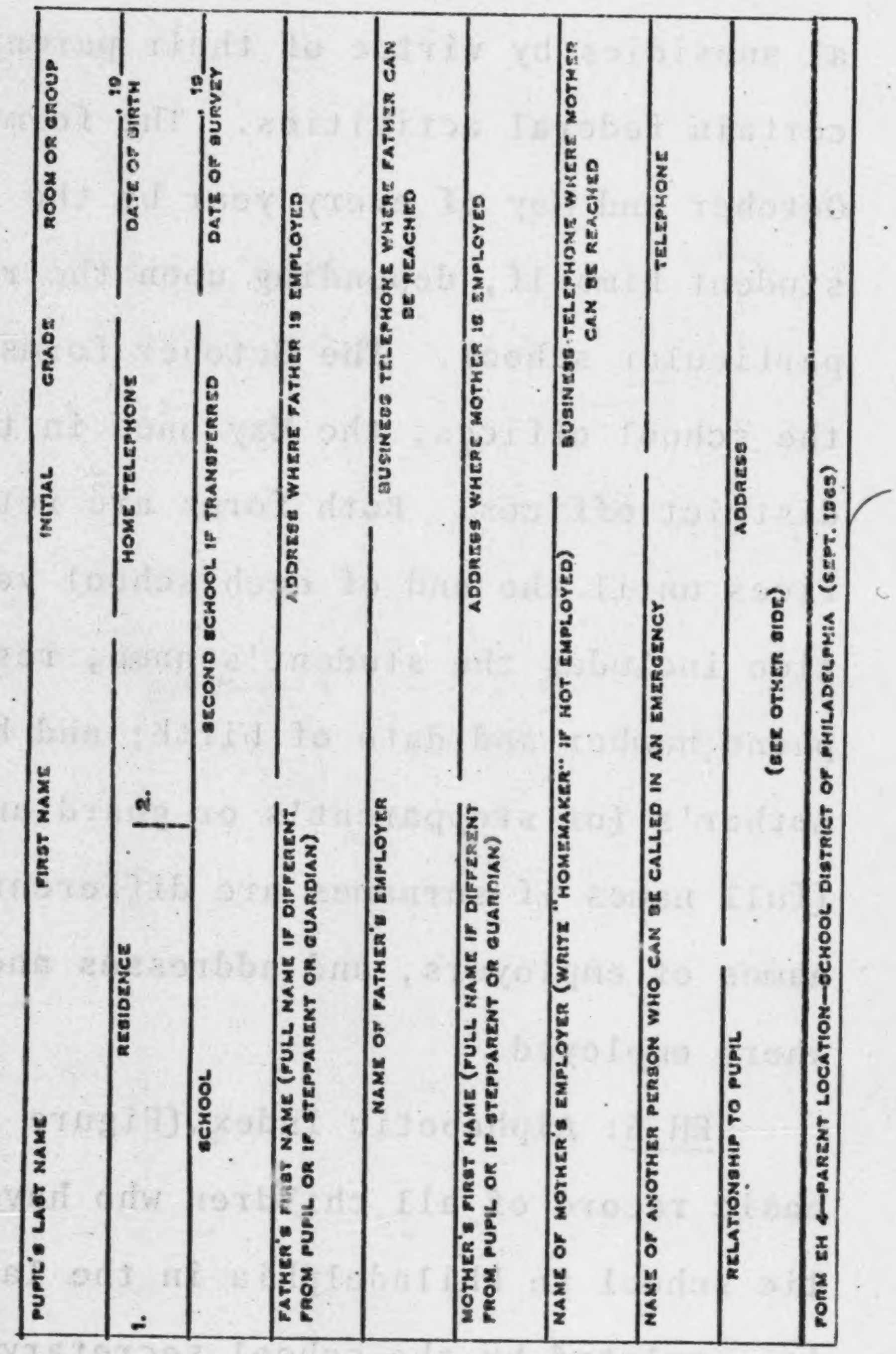

PUPIL'S LAST NAME | FIRST NAME | INITIAL | GRADE | ROOM OR GROUP

1. RESIDENCE | 2. HOME TELEPHONE | DATE OF BIRTH 19

SCHOOL | SECOND SCHOOL IF TRANSFERRED | DATE OF SURVEY 19

FATHER'S FIRST NAME (FULL NAME IF DIFFERENT FROM PUPIL OR IF STEPPARENT OR GUARDIAN) | ADDRESS WHERE FATHER IS EMPLOYED

NAME OF FATHER'S EMPLOYER | BUSINESS TELEPHONE WHERE FATHER CAN BE REACHED

MOTHER'S FIRST NAME (FULL NAME IF DIFFERENT FROM PUPIL OR IF STEPPARENT OR GUARDIAN) | ADDRESS WHERE MOTHER IS EMPLOYED

NAME OF MOTHER'S EMPLOYER (WRITE "HOMEMAKER" IF NOT EMPLOYED) | BUSINESS TELEPHONE WHERE MOTHER CAN BE REACHED

NAME OF ANOTHER PERSON WHO CAN BE CALLED IN AN EMERGENCY | TELEPHONE

RELATIONSHIP TO PUPIL | (SEE OTHER SIDE) | ADDRESS

FORM EH 4—PARENT LOCATION—SCHOOL DISTRICT OF PHILADELPHIA (SEPT. 1969)

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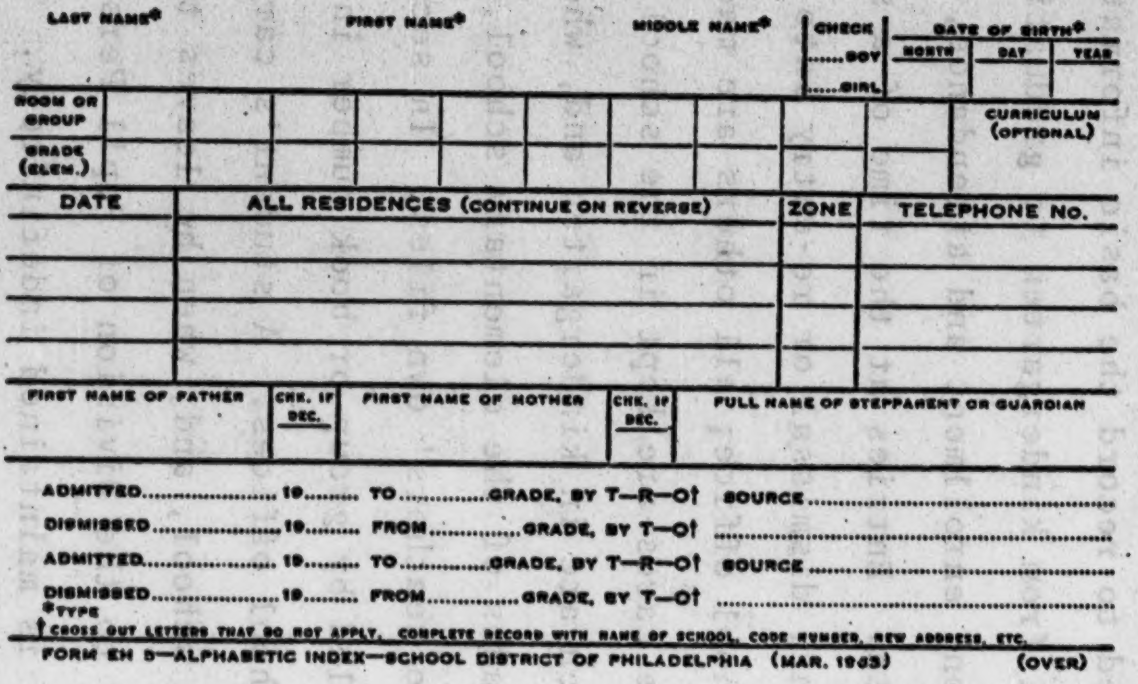
Figure 2. Public School Form EH 4: Parent Location

student's parents rapidly in the event of an emergency. It is also used as the basis for the identification of students for whom the School District can receive federal subsidies by virtue of their parents' employment in certain federal activities. The form is completed in October and May of every year by the teacher or by the student himself, depending upon the requirements of the particular school. The October forms are maintained in the school offices; the May ones in the administrative district offices. Both forms are retained in both offices until the end of each school year. The information includes the student's name, residence, home telephone number and date of birth; and his father's and mother's (or stepparent's or guardian's) first names (full names if surnames are different from the child's), names of employers, and addresses and telephone numbers where employed.

EH 5: Alphabetic Index (Figure 3). The form is a basic record of all children who have attended any public school in Philadelphia in the last fifteen years. It is completed by the school secretary upon admission and dismissal of the student, updated when changes of address or other information are reported, and maintained where originally completed. Its data include the student's name,



LAST NAME*	FIRST NAME*	MIDDLE NAME*	CHECK ......BOY ......GIRL	DATE OF BIRTH* MONTH	DAY	YEAR
ROOM OR GROUP				CURRICULUM (OPTIONAL)	
GRADE (ELEM.)					

DATE	ALL RESIDENCES (CONTINUE ON REVERSE)	ZONE	TELEPHONE No.

FIRST NAME OF FATHER	CHK. IF DEC.	FIRST NAME OF MOTHER	CHK. IF DEC.	FULL NAME OF STEPPARENT OR GUARDIAN

ADMITTED.................... 19......... TO.............GRADE, BY T—R—O† SOURCE..

DISMISSED.................... 19......... FROM.............GRADE, BY T—O† ....

ADMITTED.................... 19......... TO.............GRADE, BY T—R—O† SOURCE..

DISMISSED.................... 19......... FROM.............GRADE, BY T—O† ....

*TYPE

†CROSS OUT LETTERS THAT DO NOT APPLY. COMPLETE RECORD WITH NAME OF SCHOOL, CODE NUMBER, NEW ADDRESS, ETC.

FORM EH 5—ALPHABETIC INDEX—SCHOOL DISTRICT OF PHILADELPHIA (MAR. 1963) (OVER)

Figure 3. Public School Form EH 5: Alphabetic Index.

sex, date of birth, residence, zone, telephone number and dates of admission and dismissal; the first names of both his parents; and the full name of his stepparent or guardian, if applicable.

EH 6: Cumulative Record (Figure 4). This form is used to record the basic information on an individual pupil from kindergarten to graduation, including registration, enrollment and attendance, residence and test score data. Entries at the time of a student's original enrollment, dismissal or re-entry into school are made in the school office; all others are made by classroom teachers. The cards are kept in the school offices while the children are in kindergarten and, when they are in the other grades of the elementary school, in either the offices or the teachers' own files. In secondary schools, they are filed by group or book number in looseleaf covers in the school offices. A student's card follows him from school to school, and, when he leaves the system, it is forwarded to the Division of Pupil Personnel and Counseling where it is maintained indefinitely. The data on it include the student's name, date of birth, sex and nationality (if U. S. A., city and state of birth); the first names of both his parents and the countries of their birth (information obtained from form EH 40: Application for Admission

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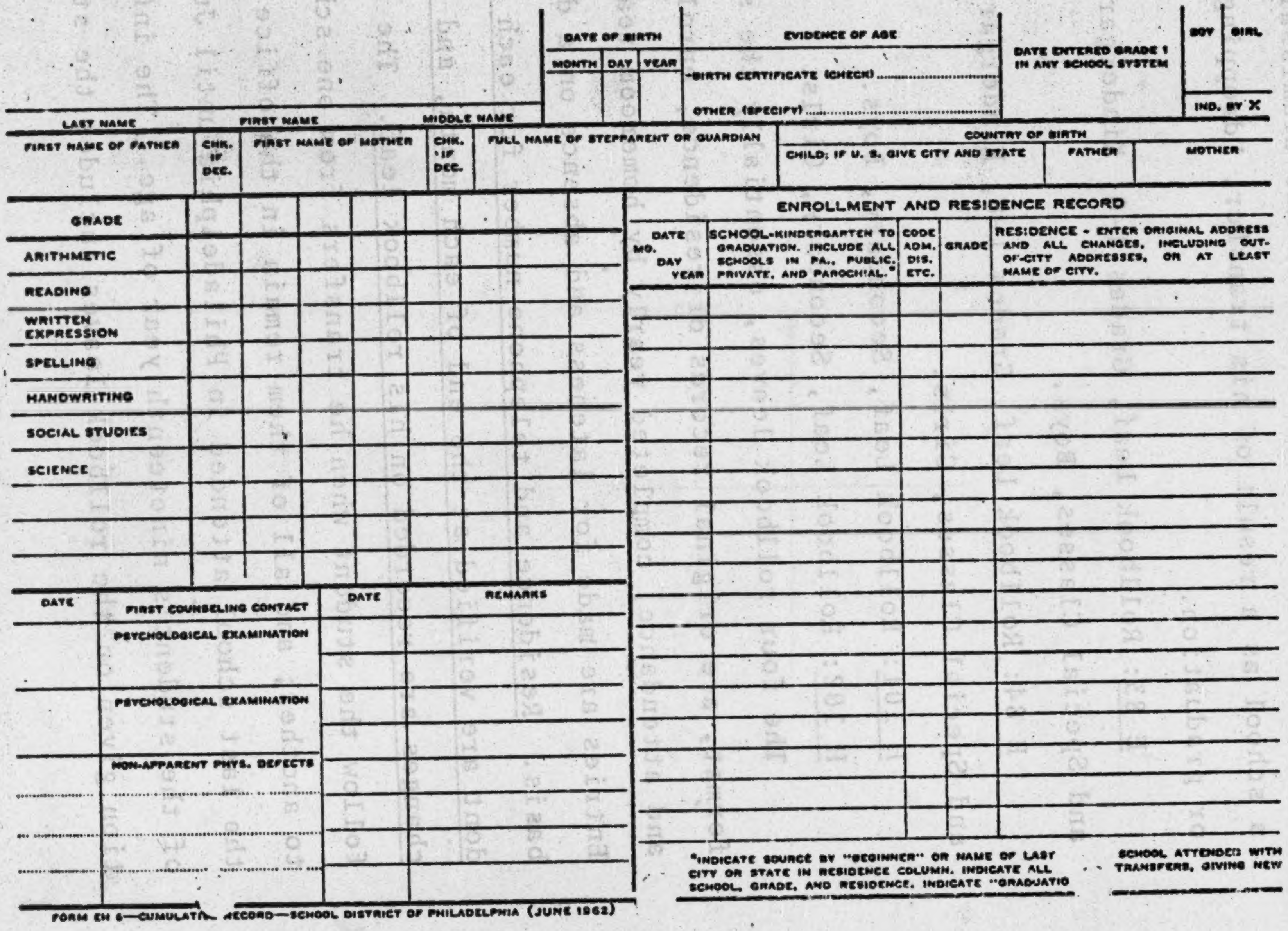

LAST NAME	FIRST NAME	MIDDLE NAME	DATE OF BIRTH MONTH DAY YEAR	EVIDENCE OF AGE •BIRTH CERTIFICATE (CHECK) .... OTHER (SPECIFY)	DATE ENTERED GRADE 1 IN ANY SCHOOL SYSTEM	BOY GIRL IND. BY X

FIRST NAME OF FATHER	CHK. IF DEC.	FIRST NAME OF MOTHER	CHK. IF DEC.	FULL NAME OF STEPPARENT OR GUARDIAN	COUNTRY OF BIRTH			
					CHILD; IF U. S. GIVE CITY AND STATE	FATHER	MOTHER	

GRADE											
ARITHMETIC											
READING											
WRITTEN EXPRESSION											
SPELLING											
HANDWRITING											
SOCIAL STUDIES											
SCIENCE											

DATE	FIRST COUNSELING CONTACT	DATE	REMARKS
	PSYCHOLOGICAL EXAMINATION		
	PSYCHOLOGICAL EXAMINATION		
	NON-APPARENT PHYS. DEFECTS		

ENROLLMENT AND RESIDENCE RECORD

DATE MO. DAY YEAR	SCHOOL-KINDERGARTEN TO GRADUATION. INCLUDE ALL SCHOOLS IN PA., PUBLIC, PRIVATE, AND PAROCHIAL.*	CODE ADM. DIS. ETC.	GRADE	RESIDENCE - ENTER ORIGINAL ADDRESS AND ALL CHANGES, INCLUDING OUT-OF-CITY ADDRESSES, OR AT LEAST NAME OF CITY.

*INDICATE SOURCE BY "BEGINNER" OR NAME OF LAST CITY OR STATE IN RESIDENCE COLUMN. INDICATE ALL SCHOOL, GRADE, AND RESIDENCE. INDICATE "GRADUATIO

SCHOOL ATTENDED WITH TRANSFERS, GIVING NEW

FORM EH 6—CUMULATIVE RECORD—SCHOOL DISTRICT OF PHILADELPHIA (JUNE 1962)

Figure 4. Public School Form EH6: Cumulative Record.

of Child to School); and the full name of his stepparent or guardian, if it is applicable. The student's original residence and changes of address are entered into the form only at the time of his dismissal from a school as a result of his transfer, "dropping out" or graduation.

E 83: Rollbook Leaf, Grades 1-8, Kindergarten, and Special Classes, Boys.

E 84: Rollbook Leaf, Grades 1-8, Kindergarten, and Special Classes, Girls.

H 101: Rollbook Leaf, Secondary, Boys.

H 102: Rollbook Leaf, Secondary, Girls.

The four rollbook leaves, essentially the same in format, are original records of residence, enrollment and attendance, completed yearly by homeroom teachers. Entries are made for lateness and absence on a daily basis. Residence and telephone number for each student are verified at the end of each month, and any changes are recorded on his rollbook leaf. The forms follow the student when he transfers from one school to another; and all of them remain in the office of the last school attended in Philadelphia until June of the student's nineteenth year of age. The information given on the rollbook leaves includes the student's name, date of birth, residence, zone, and telephone number; his parents' names; and, if it is applicable, his guardian's name.

Special Purpose Forms:

Many forms have been especially designed to facilitate such services as the counseling of individual students, whose difficulties may range from matters of attendance and behavior through those of personality or need for educational and vocational guidance to problems of health and home or neighborhood conditions. Although several of the forms connected with the counseling operation do contain information on individual students--such as C 131: Family History, and CEH 132: Confidential Counseling Record Face Sheet,--they cannot be considered a major source of data, since only approximately 10.8 percent of all public school students in the Philadelphia District receive regular counseling and since the forms themselves are not kept continuously up to date.

Periodic Reports:

Monthly reports, prepared at the classroom, school and district level, provide enrollment data by sex and grade. Admission and dismissal data appear by name and sex, along with additional listings of students whose residences or telephone numbers have changed; only totals appear in the school and district reports. The sources of this information are the rollbook leaves discussed above. Elementary school reports only are tabulated by district.

Employment Records and Reports:

State law requires that employment certificates be issued to minors (i.e., to those below the age of eighteen years) before they may seek employment in jobs other than domestic service, newspaper delivery and farm labor. The minimum ages at which employment certificates may be issued are sixteen for full-time and fourteen for part-time and vacation work. A minor who desires to leave school at the age of sixteen must secure a full-time job. His certificate is retained by his employer and must be returned to the Vocational Guidance Office within five days after job termination, at which time the minor must return to school within two weeks. In the city of Philadelphia, issuance of employment certificates is the responsibility of the school system's Vocational Guidance Service. During the year ending June 30, 1967, no fewer than 34,143 certificates were issued.

C 127: Employment Certificate Record, Boys (Figure 5).

C 128: Employment Certificate Record, Girls.

The two forms are identical, except in color, and constitute a primary source of data on employed minors between the ages of fourteen and eighteen years. Their information includes the name of the student to whom an employment certificate has been issued; his residence, telephone number, grade completed, curriculum, social security number, date of birth and occupation; and his employer's name, address and industrial code.

C 130: Employment and Age Certificate Report.

C 140: Monthly Report, Employment Certificate, Industries and Occupations.

These two types of monthly reports are prepared by the Vocational Guidance Offices. The first (C 130) indicates the numbers of employment certificates issued to applicants in both public and non-public schools by sex, by age at the time of first and subsequent certificates, and by grade completed at the time of first certificate. Other totals are provided on employment certificates refused, by reason of refusal, and on certificates returned. The second report (C 140) shows, on its face, the totals of first certificates classified by sex and occupation of the minor and by industry of the employer; on the reverse

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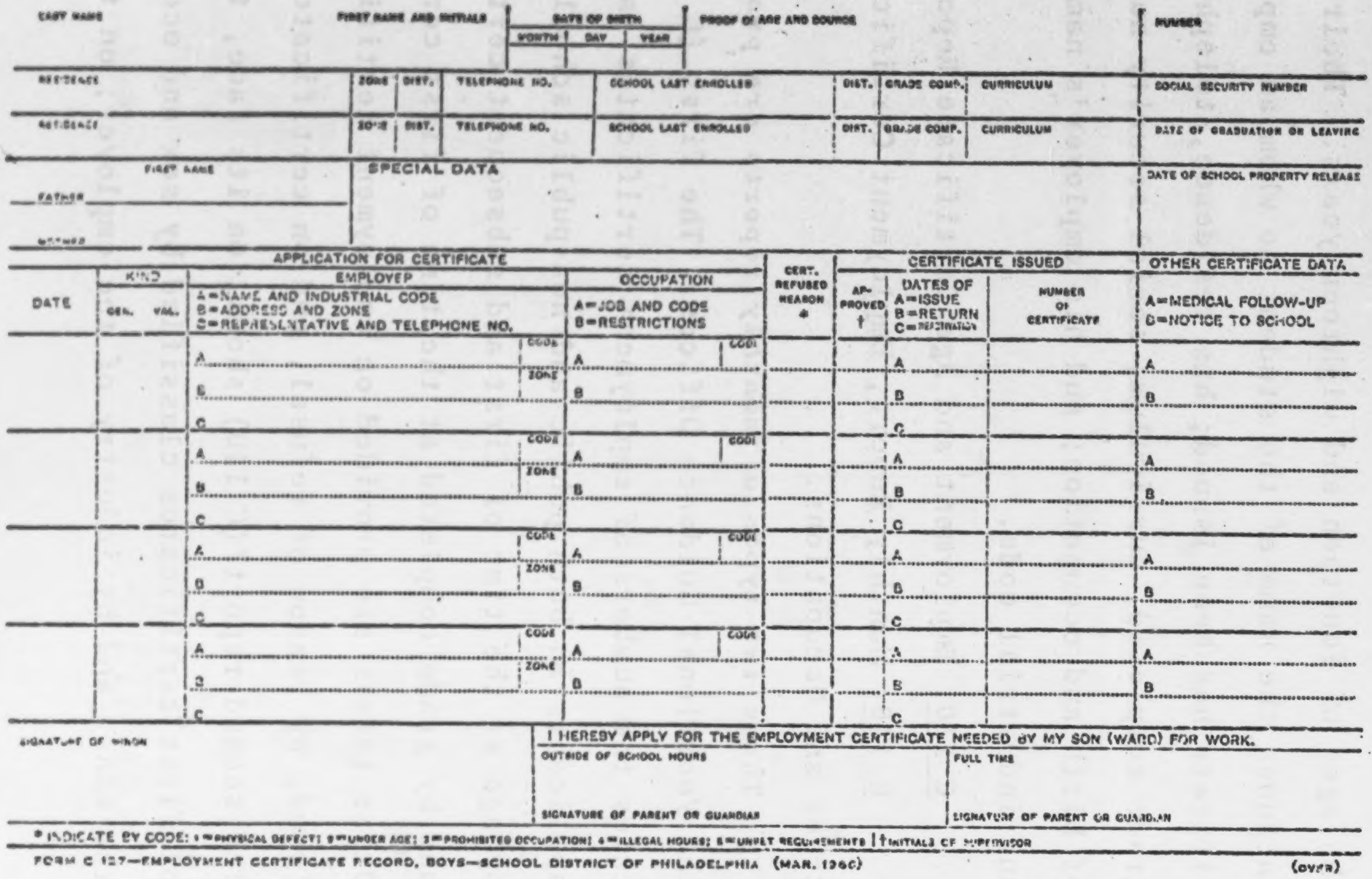

LAST NAME | FIRST NAME AND INITIALS | DATE OF BIRTH: MONTH | DAY | YEAR | PROOF OF AGE AND SOURCE | NUMBER

RESIDENCE | ZONE | DIST. | TELEPHONE NO. | SCHOOL LAST ENROLLED | DIST. | GRADE COMP. | CURRICULUM | SOCIAL SECURITY NUMBER

RESIDENCE | ZONE | DIST. | TELEPHONE NO. | SCHOOL LAST ENROLLED | DIST. | GRADE COMP. | CURRICULUM | DATE OF GRADUATION OR LEAVING

FIRST NAME

FATHER

MOTHER

SPECIAL DATA

DATE OF SCHOOL PROPERTY RELEASE

APPLICATION FOR CERTIFICATE								CERTIFICATE ISSUED			OTHER CERTIFICATE DATA
DATE	KIND		EMPLOYER		OCCUPATION		CERT. REFUSED REASON *	AP-PROVED †	DATES OF A=ISSUE B=RETURN C=RESCINDED	NUMBER OF CERTIFICATE	A=MEDICAL FOLLOW-UP B=NOTICE TO SCHOOL
	GEN.	VAL.	A=NAME AND INDUSTRIAL CODE B=ADDRESS AND ZONE C=REPRESENTATIVE AND TELEPHONE NO.		A=JOB AND CODE B=RESTRICTIONS						
			A B C	CODE ZONE	A B	CODE			A B C		A B
			A B C	CODE ZONE	A B	CODE			A B C		A B
			A B C	CODE ZONE	A B	CODE			A B C		A B
			A B C	CODE ZONE	A B	CODE			A B C		A B

SIGNATURE OF MINOR

I HEREBY APPLY FOR THE EMPLOYMENT CERTIFICATE NEEDED BY MY SON (WARD) FOR WORK.

OUTSIDE OF SCHOOL HOURS | FULL TIME

SIGNATURE OF PARENT OR GUARDIAN | SIGNATURE OF PARENT OR GUARDIAN

* INDICATE BY CODE: 1=PHYSICAL DEFECT; 2=UNDER AGE; 3=PROHIBITED OCCUPATION; 4=ILLEGAL HOURS; 5=UNMET REQUIREMENTS | †INITIALS OF SUPERVISOR

FORM C 127—EMPLOYMENT CERTIFICATE RECORD, BOYS—SCHOOL DISTRICT OF PHILADELPHIA (MAR. 1960) (over)

Figure 5. Public School Form C 127: Employment Certificate Record.

are given the same totals for subsequent certificates. No identification of areas of minors' residences is provided.

Appraisal of Data in the Basic Records

For the purposes of the present research, the principal value of the data that have been described lies in their potential for representing the characteristics of so large a segment of the youth of the "North City" poverty neighborhood. The limitations of the data are the expected ones: their relative inaccessibility, their inadequacy of area identification and, occasionally, their lack of completeness and questionable accuracy as recorded on the forms.

It has been noticed that the individual records are often physically located in school classrooms where teachers must bear the responsibility for their completion and maintenance. Unfortunately, small secretarial staffs limit the capacity of most schools for the substantial efforts necessary to make more information more readily accessible. Although the work could be accomplished by the teachers themselves, it is understandable--and even desirable because of the weight of their particular professional responsibilities--that they should resist the imposition of additional record-keeping burdens.

The problem of area identification is, indeed, a major one, since students do not necessarily attend schools in their areas of residence within the city. This problem, while certainly a difficult one, is by no means insoluble, as will be subsequently shown.

Evidence of deficiencies in record keeping was frequently observed during inspections of individual records maintained by the various schools visited in the "North City" area. This is not meant to suggest that the schools' great quantities of records were not generally well maintained. They were. But certain items of information, such as parents' (stepparents' or guardians') names and characteristics, are troublesome by their very nature. The difficulties arise, in part, from inadequacies in the design of forms, where the questions are not sufficiently detailed to permit proper representation of circumstances that often become particularly complex in poverty neighborhoods. No entries were found, for example, under "Father" in a number of cases; in many others the written entry was simply "unknown." In still others, the father's address was not known, or he was living in a different city. Needless to say, it would be difficult to translate such data into significant statistics on the composition of resident families. Additional problems include questionable currency of addresses and other information in many cases.

It should be made quite clear that the inspection of school records of every type in schools of all levels by the project was in no way intended as an evaluation of the practices and efficiency of the school system in the keeping of records. Rather, it was made only for the purpose of identifying problems that would arise, were an attempt made to use the information in these records for general statistical purposes. Indeed, much of the criticism here made coincides, more or less, with that which has so far resulted from the school system's current self-examination with regard to its own statistical and record-keeping procedures. Major changes of forms and methods of maintaining them are now being contemplated, to include the simplification, replacement or elimination of certain of the forms. Among the most promising of the projected developments are those which have already led to the establishment of a centralized "data bank" of basic student information and which offer future prospects of overcoming most of the observed deficiencies, and, more important, of providing even more comprehensive data that are now available.

The Data Bank

The increasingly critical requirements of the Philadelphia public school system for more comprehensive and centrally available data and for coordination and simplification of its internal procedures for the gathering and reporting of information have resulted in the organization of the new Department of Administrative and Survey Research. To this organization has been assigned a variety of responsibilities. One of them is the development and maintenance of a computerized data bank.

The initial efforts of the data bank, under the official title of the Pupil Identification Project, were directed toward the combination, in a single operation, of the 1967 Annual Racial Survey, the preliminary work for the 1968 School Census and the assignment of an identification number to every individual student. On October 31, 1967, homeroom teachers completed specially developed forms for all pupils assigned to them as of that date. These forms, designed to ensure uniformity in the recording of data so as to facilitate keypunching, contained spaces for school and class identification and the name, address, sex, birthdate and race of each student. After the forms had been given a preliminary audit for completeness and accuracy, they were transmitted to a central location for machine processing, which included a vital step: the addition of codes for each address to indicate city block and census tract. It was this last operation that provided the basis for subsequent tabulations of data, not merely by school, but by areas of residence as well.

The computerized coding of students' addresses to show block and tract identification was accomplished with the help of the City's Real Property Location Index, now more generally known by the Bureau of the Census designation for such files as the Address Coding Guide. This device, available on computer tape, required additional refinements and special programming to meet the particular needs for processing the school data. The result was a thoroughly successful matching, in 97.4 percent of the cases, between addresses provided by the teachers and the identification data on the Location Index. The remaining 2.6 percent of the cases were given arbitrary area assignments on the basis of school location.

The various steps of the entire data collection and processing operations--completion of forms, checking, punching, verifying, auditing, address matching and coding, and assignment of identification numbers--occupied a period of five months. Their outcome is an extremely valuable translation of data organized by location of activity into a form permitting tabulations for any geographic area consisting of aggregations of blocks.

Plans for the data bank call for periodic repetitions of its basic operations of collecting and processing individual statistics, further automation of its procedures and, to the extent that finances may permit, the addition of other types of data to its resources. Already, however, the accomplishments of the data bank are of major significance to the present research; for they demonstrate that it is technically feasible to convert information furnished by scattered agencies into tabulations by area of residence.

The Annual School Censuses

By State law, the public school system is required to conduct an annual census of all children of school age for the purpose of determining whether they are enrolled in school or legally excused from attendance. This is not a conventional census that requires interviews in all households; rather, most of its information is drawn from existing school records. The data reported include totals of children, by year of age and by sex, who are in attendance at public, parochial and private schools; and there are also totals for those not in school because of employment or for other reasons.

There are, basically, four systems for the collection of data for school censuses. From the public and private schools within the city comes the information, tabulated in the different public school district attendance offices, concerning those children who attend schools of any kind within each district. The sixth administrative district bears the additional burden of tabulating the data reported from schools (again of any kind) outside the city on those children who attend them but whose parents or guardians reside within the Philadelphia city limits. The data for children legally employed and therefore not enrolled in school is tabulated in the various district attendance offices from information on the issuance of work permits reported by the Vocational Guidance Service. Finally, information reported by the administrative districts' attendance officers concerning school-age children neither employed nor enrolled in school is derived from school dismissal reports and from the records of home and school visitors, the ameliorated and less fearful term for the once celebrated "truant officers." Every third year, the taking of the school census involves an additional operation: a "door-to-door canvass" by the home and school visitors in which they visit at least two residences on each side of every block. This is intended to ensure the recording of the names of all school-age children. However, it seems hardly necessary to point out that the validity of this technique is questionable if only because of the variability of population density among blocks and of assiduity among interviewers (since each is entirely free to determine the number of houses in excess of eight per block that he will canvass).

While the data collected by these various means are tabulated for each of the eight administrative districts of the Philadelphia public school system and for the city as a whole, they are not and, under the present system, could not be provided for such geographic areas as the "North City;" for the children are reported by location of school instead of by area of residence. And those in schools outside the city are listed simply as city residents. Moreover, financial resources and personnel are unavailable for interviews in every household, and a problem of undercounting is therefore obviously present because of the almost certain existence of many school-age children who have never come in contact with the recording agencies of the school system. The undercount for the city as a whole may be relatively insignificant; but the problem must necessarily be much more serious in a poverty neighborhood, because the category of individuals neither employed nor enrolled in school is proportionately greater there than elsewhere in the city. In spite of these deficiencies, the information contained in the annual school censuses is valuable in that it offers data on all the children in Philadelphia and not just on those in the public schools. Hence, it approximates a complete count of the school-age population of the city from year to year.

THE PAROCHIAL SCHOOL SYSTEM

Facilities, Jurisdictions and Types of Services

Approximately 150,000 students--nearly one third of the total school enrollment in the city--attend Philadelphia's one hundred seventy-five Roman Catholic parochial schools. The exact number of "North City" children attending these schools is unknown, but a reasonable estimate would be of the order of 6,000 students.

The one hundred thirty-eight elementary schools (grades one through eight), fourteen high schools (grades nine through twelve), seventeen private schools and six special purpose schools within the city make up part of a larger system embracing no less than five counties and conducted by the Archdiocese of Philadelphia, Administered from the office of the Archdiocesan Superintendent of Schools, they are not divided into districts like the public schools. As their name suggests, the elementary parochial schools' jurisdictions generally follow parish boundaries, with occasional consolidations where one parish or another has no school of its own. Parish boundaries generally determine the assignment of students to high schools also. The "North City" area contains eighteen elementary and two high schools which, however, do not serve "North City" residents exclusively.

Records and Types of Information

No centralized student data are available except those on total enrollments by school, age and sex. The data on individual students who attend parochial schools are recorded on three basic forms maintained in the individual schools.

C 93: Registration Card, Parochial, Boys.

C 94: Registration Card, Parochial, Girls (Figure 6).

These forms are completed at the time of a student's original admission, readmission, transfer and dismissal. The information contained in them includes the student's name, address, telephone number, date of birth and country of birth (if U. S. A., city and state); his parents' first names and countries of birth; and his stepparent's or guardian's full name, if applicable.

EH 5: Alphabetic Index. The form is identical, even in its number and name, to that used in the Philadelphia public school system and described above (Figure 3).

C 91: Rollbook Leaf, Parochial and Private, Boys.

C 92: Rollbook Leaf, Parochial and Private, Girls.

Substantially the same in format as those used in the public schools, these forms also offer the same data.

Appraisal of Data in the Basic Records

Since parochial school data are so similar to those of the public schools, they also have essentially the same

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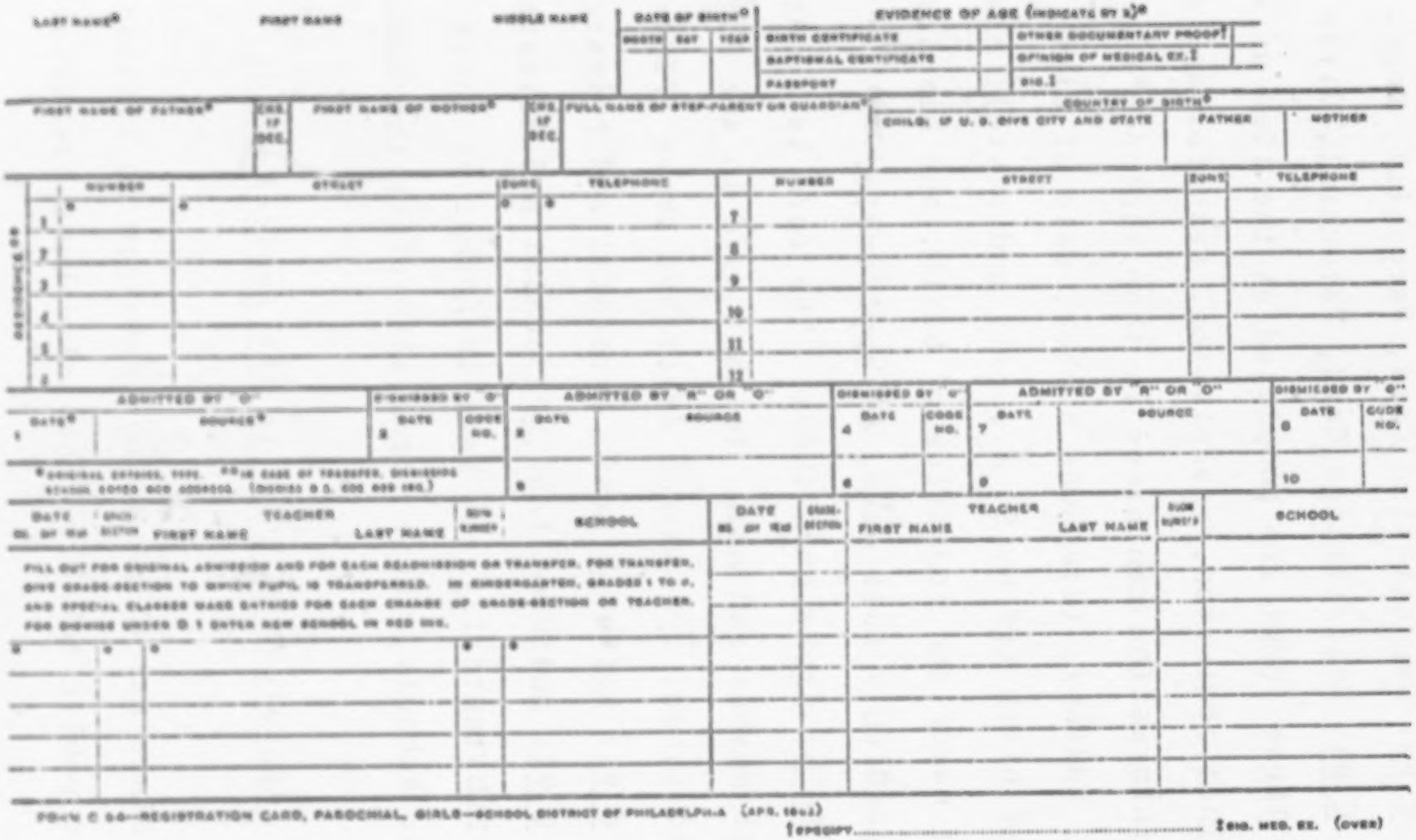


LAST NAME
FIRST NAME
MIDDLE NAME
DATE OF BIRTH
MONTH DAY YEAR
EVIDENCE OF AGE (INDICATE BY X)
BIRTH CERTIFICATE
BAPTISMAL CERTIFICATE
PASSPORT
OTHER DOCUMENTARY PROOF†
OPINION OF MEDICAL EX.‡
FIRST NAME OF FATHER
CHK. IF DEC.
FIRST NAME OF MOTHER
CHK. IF DEC.
FULL NAME OF STEP-PARENT OR GUARDIAN
COUNTRY OF BIRTH
CHILD: IF U. S. GIVE CITY AND STATE
FATHER
MOTHER
NUMBER
STREET
ZONE
TELEPHONE
1
2
3
4
5
6
7
8
9
10
11
12
ADMITTED BY "O"
DATE
SOURCE
DISMISSED BY "D"
DATE
CODE NO.
ADMITTED BY "R" OR "O"
DATE
SOURCE
DISMISSED BY "D"
DATE
CODE NO.
ADMITTED BY "R" OR "O"
DATE
SOURCE
DISMISSED BY "D"
DATE
CODE NO.
DATE
TEACHER
FIRST NAME
LAST NAME
SCHOOL
DATE
TEACHER
FIRST NAME
LAST NAME
SCHOOL

FORM C 94—REGISTRATION CARD, PAROCHIAL, GIRLS—SCHOOL DISTRICT OF PHILADELPHIA

(OVER)

Figure 6. Parochial School Form C 94: Registration Card, Parochial, Girls.

strengths and weaknesses. The problems of accessibility and completeness are heightened by the fact that many of the parochial schools have no secretarial and clerical personnel whatsoever, so that the entire burden of administration falls upon their academic staffs. Moreover, despite the fact that the forms described above are used in all the schools, the possibility remains for variation among schools in the procedures for their completion and maintenance. And, as was the case with the public schools' data, no tabulations are possible by area of residence without special arrangements for the coding of addresses. In view of the severely limited financial resources of the parochial system, the development of a more extensive record-keeping and data-reporting operation does not appear possible at present. The only immediately apparent solution to the critically important need for the centralized provision of detailed data on the characteristics of parochial school students seems to lie in the extension of the procedures of the public schools' data bank to include those students enrolled in the parochial system.

CHAPTER 3

MANPOWER SERVICES

The records of the agencies that provide manpower and job market services represent no more than one tenth of Philadelphia's labor force, although the ratio may be somewhat higher for the "North City." Since there is no reason to believe that this fraction is representative of the remainder of the city's work force, or even of the "North City's," it is clear that manpower agency records do not possess as great potential to indicate the characteristics of the general working population as do those of the schools for the school-age population. Yet their nature is such that they produce far more detail on the characteristics of individuals; and, through their identification of persons served by the manpower programs, they provide part of the information necessary to evaluate the adequacy of the service programs' activities. Among the many manpower agencies serving the

"North City" residents, the Pennsylvania State Employment Service produces by far the largest quantity of individual records. The others here reported upon have been considered more out of interest in the kinds of data that they deem worthy of acquisition than out of any conviction that their records might be significant sources of information on the general population.

THE PENNSYLVANIA STATE EMPLOYMENT SERVICE

Facilities, Jurisdictions and Types of Services

The Pennsylvania State Employment Service is organized under the Bureau of Employment Security in the Pennsylvania Department of Labor and Industry. Its activities throughout the State are administered in several geographic districts of which the first consists of the five Pennsylvania counties of the Philadelphia metropolitan area. The offices serving the city itself are of three types: specialized placement offices, human resources development centers and unemployment compensation claims offices. There are five of the specialized placement offices with jurisdictions corresponding to major industrial classifications of employment: professional and clerical, service, industrial (manufacturing), industrial (non-manufacturing) and men's apparel. While these offices serve the entire city, the three human resources development centers and the six unemployment compensation claims offices serve specific geographic areas within it. The three areas over which the human resources development centers have jurisdiction are those north of Market Street, south of Market Street and west of the Schuylkill River; and of them, the North Center's area includes, but is not limited to, the "North City" poverty neighborhood. Area jurisdictions are smaller for the claims offices, two of which, designated as Uptown and Downtown, serve the "North City," although not exclusively in either case. In addition, there are professional counseling personnel from the Employment Service stationed in a number of other agencies in support of its "outreach" program.

The "outreach" program is typical of the shift in the orientation of the Employment Service's function as a placement agency from interest primarily in filling the needs of employers to interest also in the development of the employability of job applicants. The broadening of activities implied by this change in emphasis has resulted in participation to various degrees by the Employment Service in a number of federally sponsored manpower programs, such as the Concentrated Employment Program, training programs under the Manpower Development and Training Act, the local Apprenticeship Information Center and the Philco-Ford Project of the "Ten Cities Program." Activities of this sort have involved the Employment Service more deeply than before with members of the "North City" population.

Records and Types of Information

The requirements of the various activities of the Employment Service for detailed personal data are reflected in its several basic record forms completed at the time of initial and subsequent interviews with applicants. These forms may be categorized as general or special purpose, depending upon whether they are related to the agency's basic activities of job placement and processing of unemployment compensation claims for all types of applicants or to certain of its more specialized services for human resources development or individuals eligible for special programs. All the forms are completed and maintained in accordance with carefully standardized and published procedures which provide a high degree of uniformity to the operations of gathering information.

In order to avoid repetition in the discussion that follows, a few forms are included (the MT series of the United States Department of Labor and Department of Health, Education and Welfare) which are used not only by the Employment Service, but by other agencies as well. Only forms with population information of major relevance to the project are here reported upon, the content of the three principal ones among them being illustrated in part in Table II, along with an indication of the corresponding data acquired by several other independent manpower activities.

General Purpose Forms:

The personal and economic characteristics of all individuals who apply for assistance at local Employment Service offices may be obtained from either of two basic forms: the Application Card (ES-511), completed by those who apply to placement offices and to human resources development centers; and the Application for Benefits (UC-42), completed by those who claim unemployment compensation.

TABLE II

ECONOMIC AND SOCIAL CHARACTERISTICS OF THE POPULATION OF PHILADELPHIA AS CONTAINED IN THE BASIC FORMS OF LOCAL MANPOWER AGENCIES

	Employment Service			Concentrated Employment Program	Neighborhood Youth Corps	Opportunities Industrialization Center
Item	ES-511 M,F,V,P (Fig. 7)	UC-42 UC-100 (Fig. 8)	MT-101 (Fig. 9)	CEP-1 (Fig. 13)	NYC-16 (Fig. 14)	A-10/3 (Figs. 15,16, and 17)
Name	X	X	X	X	X	X
Address	X	X	-	X	X	X
Length of Residence	-	-	-	X	-	X
Social Security No.	X	X	X	X	X	X
Birth Date	X	X	X	X	X	X
Birth Place	-	-	-	-	X	X
Sex	X	X	X	X	X	X

TABLE II

ECONOMIC AND SOCIAL CHARACTERISTICS OF THE POPULATION OF PHILADELPHIA AS CONTAINED IN THE BASIC FORMS OF LOCAL MANPOWER AGENCIES (CONTINUED)

Item	ES-511 M,F,V,P	UC-42 UC-100	MT-101	CEP-1	NYC-16	A-10/3
Race	-	-	-	X	X	X
Health Status	-	-	X	X	-	X
Marital Status	X	-	X	X	X	X
Family Status	-	-	X	X	X	X
Number of Dependents	-	-	X	X	-	X
Occupation	X	X	X	X	-	X
Work History	X	X	-	X	X	X
Education	X	-	X	X	X	X

TABLE II

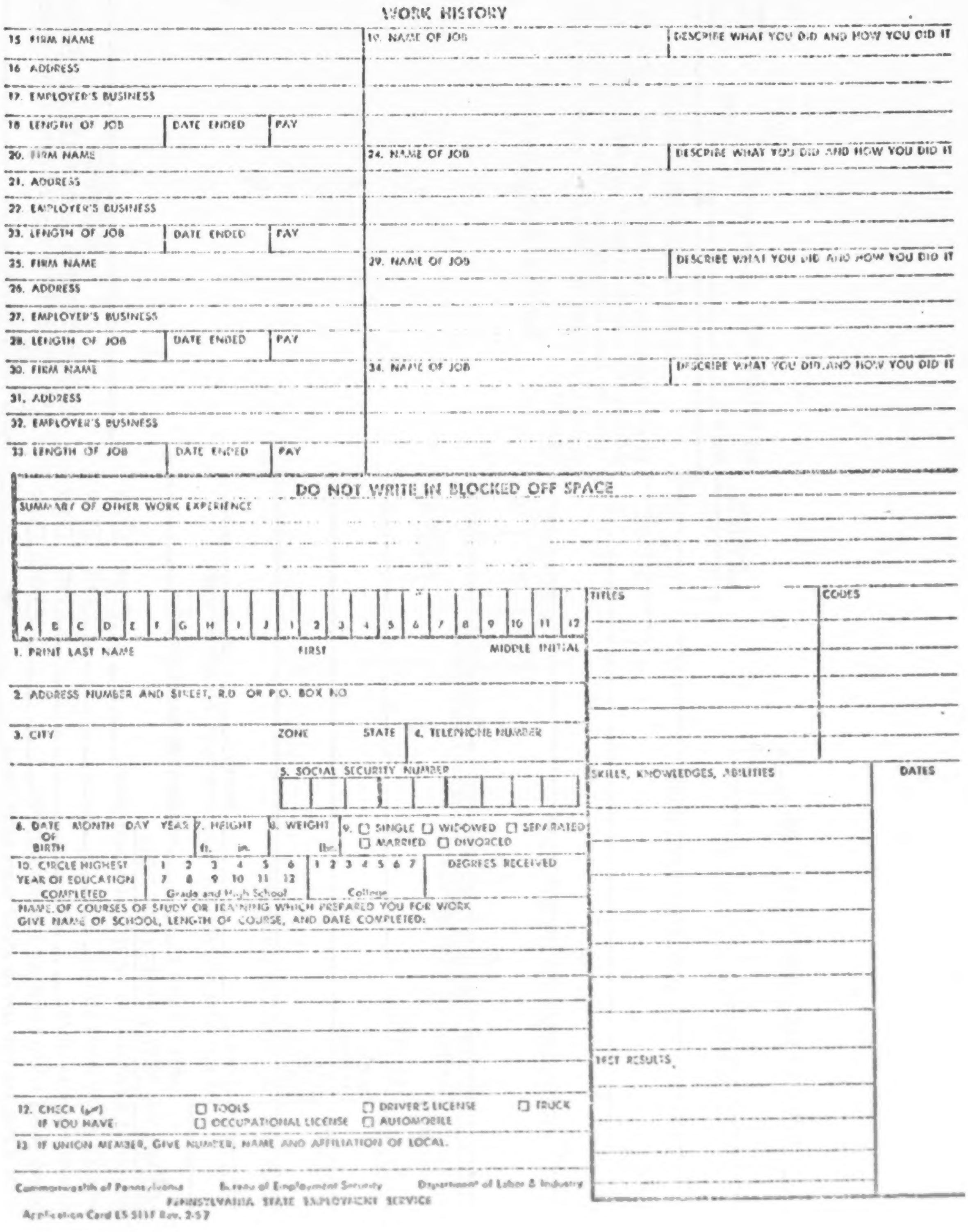
ECONOMIC AND SOCIAL CHARACTERISTICS OF THE POPULATION OF PHILADELPHIA AS CONTAINED IN THE BASIC FORMS OF LOCAL MANPOWER AGENCIES

(CONTINUED)

Item	ES-511 M,F,V,P	UC-42 UC-100	MT-101	CEP-1	NYC-16	A-10/3
Training	X	-	-	X	-	X
Personal Income	-	-	-	X	-	X
Family Income	-	-	-	X	X	X
Income Sources	-	-	-	X	X	X
Date of Form	X	X	-	X	X	X

ES-511: Application Card (Figure 7). This form has four variants: ES-511 M, ES-511 F, ES-511 V and ES-511 P. The letter suffixes indicate the particular uses for the forms by males (M), females (F), veterans (V) and applicants for part-time or summer work (P). The first two forms are identical except in color; the third includes an item (number 11) with space for dates of last military service and Veterans Administration claim number; and the fourth is an abbreviated version of the others, containing the same basic information but with less space for listing past work experience. The forms are completed, as appropriate, by the individual applicants and are verified and coded during the initial interview. All four contain additional space on their reverse sides for information on Employment Service actions, such as the nature of the counseling provided, referrals to potential employers and results of such referrals. They are maintained in the local offices for at least one year before being discarded. Veterans' applications are given preference and filed separately.

UC-42: Application for Benefits (Figure 8). This form, completed by all applicants for unemployment compensation, is a manifold one prepared in three copies, of which the second and third contain additional spaces



WORK HISTORY

15. FIRM NAME
16. ADDRESS
17. EMPLOYER'S BUSINESS
18. LENGTH OF JOB | DATE ENDED | PAY
19. NAME OF JOB | DESCRIBE WHAT YOU DID AND HOW YOU DID IT

20. FIRM NAME
21. ADDRESS
22. EMPLOYER'S BUSINESS
23. LENGTH OF JOB | DATE ENDED | PAY
24. NAME OF JOB | DESCRIBE WHAT YOU DID AND HOW YOU DID IT

25. FIRM NAME
26. ADDRESS
27. EMPLOYER'S BUSINESS
28. LENGTH OF JOB | DATE ENDED | PAY
29. NAME OF JOB | DESCRIBE WHAT YOU DID AND HOW YOU DID IT

30. FIRM NAME
31. ADDRESS
32. EMPLOYER'S BUSINESS
33. LENGTH OF JOB | DATE ENDED | PAY
34. NAME OF JOB | DESCRIBE WHAT YOU DID AND HOW YOU DID IT

DO NOT WRITE IN BLOCKED OFF SPACE

SUMMARY OF OTHER WORK EXPERIENCE

A	B	C	D	E	F	G	H	I	J	1	2	3	4	5	6	7	8	9	10	11	12

TITLES | CODES

1. PRINT LAST NAME FIRST MIDDLE INITIAL
2. ADDRESS NUMBER AND STREET, R.D. OR P.O. BOX NO.
3. CITY ZONE STATE
4. TELEPHONE NUMBER
5. SOCIAL SECURITY NUMBER

SKILLS, KNOWLEDGES, ABILITIES | DATES

6. DATE OF BIRTH MONTH DAY YEAR
7. HEIGHT ft. in.
8. WEIGHT lbs.
9. ☐ SINGLE ☐ WIDOWED ☐ SEPARATED ☐ MARRIED ☐ DIVORCED

10. CIRCLE HIGHEST YEAR OF EDUCATION COMPLETED

1 2 3 4 5 6 7 8 9 10 11 12 Grade and High School

1 2 3 4 5 6 7 College

DEGREES RECEIVED

NAME OF COURSES OF STUDY OR TRAINING WHICH PREPARED YOU FOR WORK
GIVE NAME OF SCHOOL, LENGTH OF COURSE, AND DATE COMPLETED:

TEST RESULTS

12. CHECK (✓) IF YOU HAVE: ☐ TOOLS ☐ OCCUPATIONAL LICENSE ☐ DRIVER'S LICENSE ☐ AUTOMOBILE ☐ TRUCK

13. IF UNION MEMBER, GIVE NUMBER, NAME AND AFFILIATION OF LOCAL.

Commonwealth of Pennsylvania Bureau of Employment Security Department of Labor & Industry
PENNSYLVANIA STATE EMPLOYMENT SERVICE
Application Card ES 511F Rev. 2-57

Figure 7. Employment Service Form ES-511 F. Application Card.

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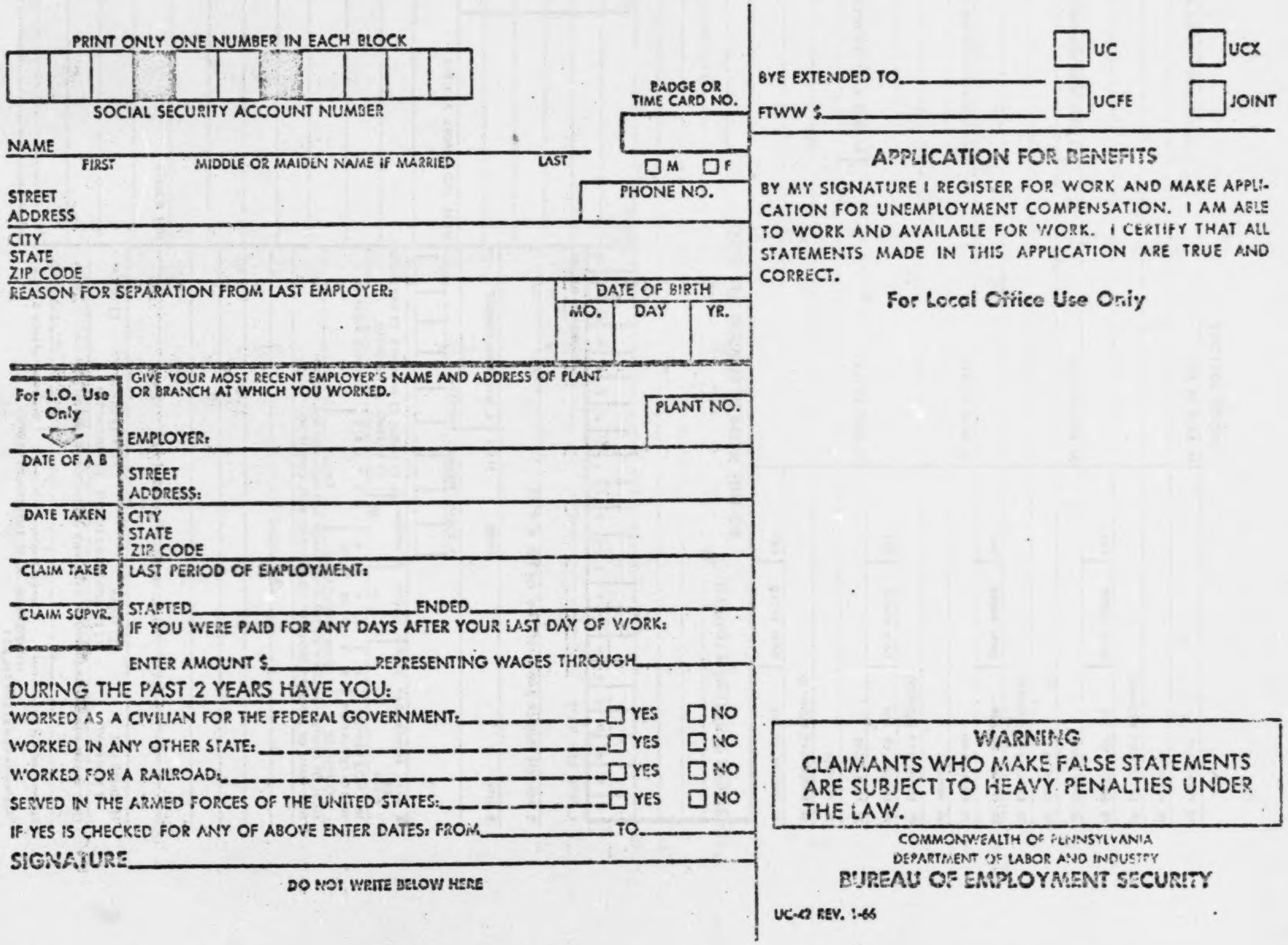
AVAILABLE AT TIME FILMED



PRINT ONLY ONE NUMBER IN EACH BLOCK

☐☐☐☐☐☐☐☐☐☐☐

SOCIAL SECURITY ACCOUNT NUMBER

BADGE OR TIME CARD NO.

NAME
FIRST MIDDLE OR MAIDEN NAME IF MARRIED LAST

☐ M ☐ F

STREET ADDRESS

PHONE NO.

CITY
STATE
ZIP CODE

REASON FOR SEPARATION FROM LAST EMPLOYER:

DATE OF BIRTH		
MO.	DAY	YR.

For L.O. Use Only

GIVE YOUR MOST RECENT EMPLOYER'S NAME AND ADDRESS OF PLANT OR BRANCH AT WHICH YOU WORKED.

PLANT NO.

EMPLOYER:

DATE OF A B

STREET ADDRESS:

DATE TAKEN

CITY
STATE
ZIP CODE

CLAIM TAKER

LAST PERIOD OF EMPLOYMENT:

CLAIM SUPVR.

STARTED__________ENDED__________

IF YOU WERE PAID FOR ANY DAYS AFTER YOUR LAST DAY OF WORK:

ENTER AMOUNT $________REPRESENTING WAGES THROUGH________

DURING THE PAST 2 YEARS HAVE YOU:

WORKED AS A CIVILIAN FOR THE FEDERAL GOVERNMENT:________ ☐ YES ☐ NO
WORKED IN ANY OTHER STATE:________ ☐ YES ☐ NO
WORKED FOR A RAILROAD:________ ☐ YES ☐ NO
SERVED IN THE ARMED FORCES OF THE UNITED STATES:________ ☐ YES ☐ NO
IF YES IS CHECKED FOR ANY OF ABOVE ENTER DATES: FROM________TO________

SIGNATURE________________

DO NOT WRITE BELOW HERE

BYE EXTENDED TO________ ☐ UC ☐ UCX
FTWW $________ ☐ UCFE ☐ JOINT

APPLICATION FOR BENEFITS

BY MY SIGNATURE I REGISTER FOR WORK AND MAKE APPLICATION FOR UNEMPLOYMENT COMPENSATION. I AM ABLE TO WORK AND AVAILABLE FOR WORK. I CERTIFY THAT ALL STATEMENTS MADE IN THIS APPLICATION ARE TRUE AND CORRECT.

For Local Office Use Only

WARNING
CLAIMANTS WHO MAKE FALSE STATEMENTS ARE SUBJECT TO HEAVY PENALTIES UNDER THE LAW.

COMMONWEALTH OF PENNSYLVANIA
DEPARTMENT OF LABOR AND INDUSTRY
BUREAU OF EMPLOYMENT SECURITY

UC-42 REV. 1-66

Figure 8. Employment Service Form UC-42: Application for Benefits.

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AVAILABLE AT TIME FILMED

for local office entries and are separately numbered UC-45 and UC-100, respectively. Basic items of information appear on all three forms, to include the names and addresses of the applicant and of his last employer and the applicant's telephone number, sex, birth date, social security number and reason for separation from last employment. Form UC-45 carries spaces on its reverse side for a statement of additional data by the employer on the nature of the applicant's last employment, his earnings, the type of his separation and the reasons for it. Form UC-100 has spaces on the front for the entry of past employment and others on the reverse for a variety of information entered by the interviewer and including occupational titles and codes. The forms are maintained in the local claims office until unemployment benefits are exhausted or terminated because of the claimant's having secured a new job. They are then retained for a period of two years in an inactive file, from which they may be reactivated in case of a subsequent claim. Accuracy of data in these forms is highly probable, for the UC-42 includes a warning of legal penalties for false statements.

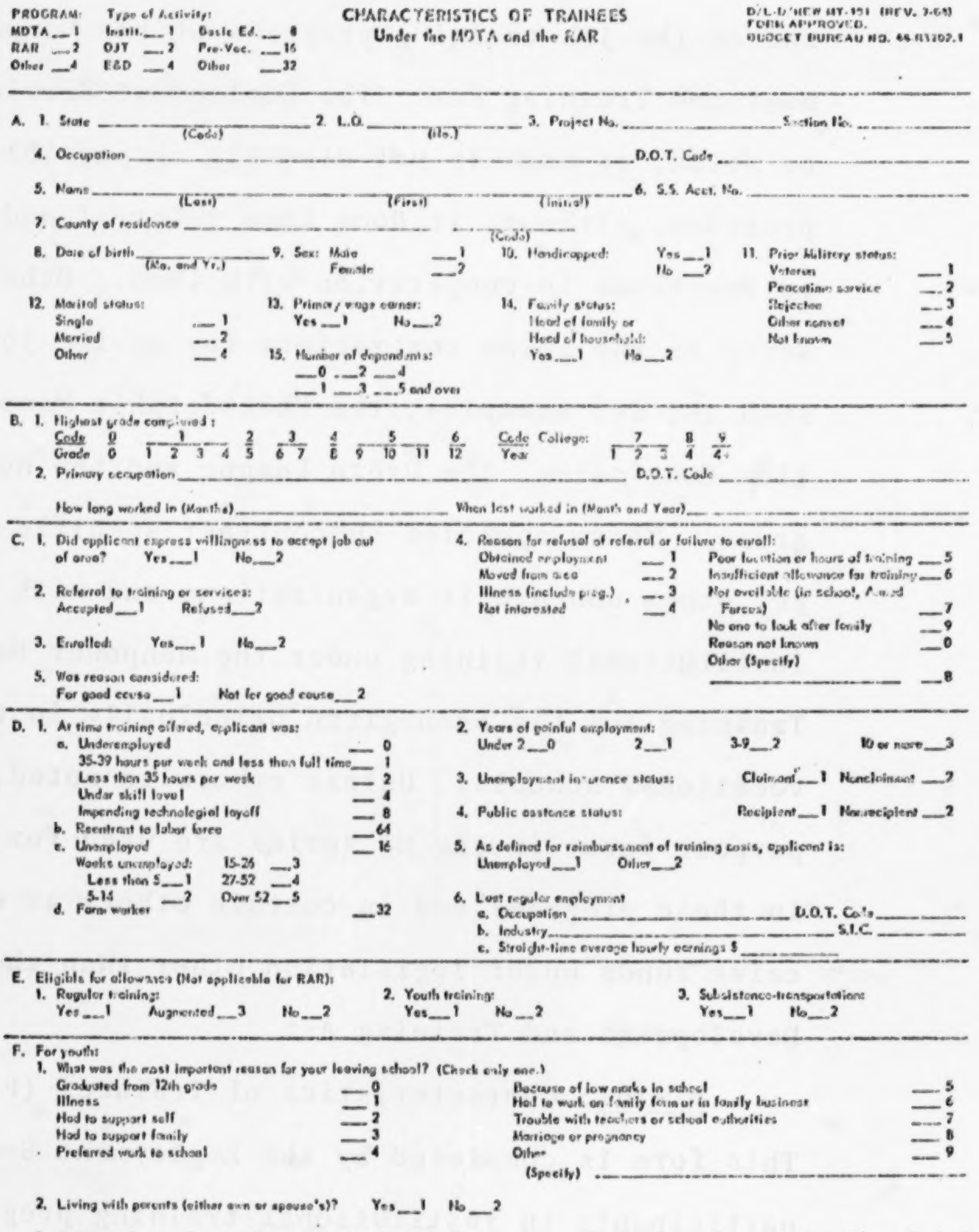
UC-450: Identification Questionnaire. Completed for all claimants for unemployment compensation, the form contains the name and social security number (but not the address) of the applicant, together with a variety of personal information on his employment status, most of which is subsequently entered on the UC-42 or UC-100. Like them, the UC-450 is also maintained in the local claims office.

ES-512: Additional Application Card. The three variants of this form are ES-512 M, ES-512 F and ES-512 V. They duplicate the basic individual information in their ES-511 counterparts and are used in placement efforts for secondary job classifications. Since they contain no new data, and since they are not completed for all applicants, these forms cannot be considered a primary data source.

Special Purpose Forms:

Special purpose forms are completed for a relatively small number of persons and therefore do not constitute a major source of information. Among them, those of the MT series are nevertheless of interest because of the particular types of data that they provide--especially those relevant to the evaluation of the effectiveness of manpower services. The MT forms are required by federal regulation for the administration of the institutional and on-the-job training programs of the Manpower Development and Training Act. The Employment Service, it should be noted, is usually not directly responsible for these programs, although it does have referral and certain other functions in cooperation with them. Other agencies serve as the prime contractors for on-the-job training, such as, for examples, the Philadelphia Manpower Utilization Commission, the Urban League and the North City Congress. These agencies subcontract specific programs with yet other non-profit organizations and with private firms. Institutional training under the Manpower Development and Training Act has been given principally in the public vocational schools. Unless otherwise noted, the special purpose forms in the MT series are used for all trainees in these programs and in certain others as well which receive funds under legislation other than the Manpower Development and Training Act.

MT-101: Characteristics of Trainees (Figure 9). This form is completed by the Employment Service for all participants in institutional training programs, for all who receive cash allowances while engaged in on-the-job training programs, and for many in these latter who do not receive allowances. Unfortunately, no means exist to determine the number or proportion of trainees for



PROGRAM:
MDTA ___ 1
RAR ___ 2
Other ___ 4

Type of Activity:
Instit. ___ 1
OJT ___ 2
E&D ___ 4
Basic Ed. ___ 8
Pre-Voc. ___ 16
Other ___ 32

CHARACTERISTICS OF TRAINEES
Under the MDTA and the RAR

D/L-D/HEW MT-101 (REV. 7-65)
FORM APPROVED.
BUDGET BUREAU NO. 44-R1302.1

A. 1. State ______________ (Code) 2. L.O. ______________ (No.) 3. Project No. ______________ Section No. ______________

4. Occupation ______________________________ D.O.T. Code ______________

5. Name ______________ (Last) ______________ (First) ______________ (Initial) 6. S.S. Acct. No. ______________

7. County of residence ______________ ______________ (Code)

8. Date of birth ______________ (Mo. and Yr.)

9. Sex: Male ___ 1
Female ___ 2

10. Handicapped: Yes ___ 1
No ___ 2

11. Prior Military status:
Veteran ___ 1
Peacetime service ___ 2
Rejectee ___ 3
Other nonvet ___ 4
Not known ___ 5

12. Marital status:
Single ___ 1
Married ___ 2
Other ___ 4

13. Primary wage earner:
Yes ___ 1 No ___ 2

14. Family status:
Head of family or
Head of household:
Yes ___ 1 No ___ 2

15. Number of dependents:
___ 0 ___ 2 ___ 4
___ 1 ___ 3 ___ 5 and over

B. 1. Highest grade completed:

Code	0	1				2	3		4	5			6
Grade	0	1	2	3	4	5	6	7	8	9	10	11	12

Code College:	7			8	9
Year	1	2	3	4	4+

2. Primary occupation ______________________________ D.O.T. Code ______________

How long worked in (Months) ______________ When last worked in (Month and Year) ______________

C. 1. Did applicant express willingness to accept job out of area? Yes ___ 1 No ___ 2

2. Referral to training or services:
Accepted ___ 1 Refused ___ 2

3. Enrolled: Yes ___ 1 No ___ 2

4. Reason for refusal of referral or failure to enroll:
Obtained employment ___ 1
Moved from area ___ 2
Illness (include preg.) ___ 3
Not interested ___ 4
Poor location or hours of training ___ 5
Insufficient allowance for training ___ 6
Not available (in school, Armed Forces) ___ 7
No one to look after family ___ 9
Reason not known ___ 0
Other (Specify) ______________ ___ 8

5. Was reason considered:
For good cause ___ 1 Not for good cause ___ 2

D. 1. At time training offered, applicant was:
a. Underemployed ___ 0
35-39 hours per week and less than full time ___ 1
Less than 35 hours per week ___ 2
Under skill level ___ 4
Impending technological layoff ___ 8
b. Reentrant to labor force ___ 64
c. Unemployed ___ 16
Weeks unemployed:
Less than 5 ___ 1
5-14 ___ 2
15-26 ___ 3
27-52 ___ 4
Over 52 ___ 5
d. Farm worker ___ 32

2. Years of gainful employment:
Under 2 ___ 0 2 ___ 1 3-9 ___ 2 10 or more ___ 3

3. Unemployment insurance status: Claimant ___ 1 Nonclaimant ___ 2

4. Public assistance status: Recipient ___ 1 Nonrecipient ___ 2

5. As defined for reimbursement of training costs, applicant is:
Unemployed ___ 1 Other ___ 2

6. Last regular employment
a. Occupation ______________ D.O.T. Code ______________
b. Industry ______________ S.I.C. ______________
c. Straight-time average hourly earnings $ ______________

E. Eligible for allowance (Not applicable for RAR):
1. Regular training:
Yes ___ 1 Augmented ___ 3 No ___ 2
2. Youth training:
Yes ___ 1 No ___ 2
3. Subsistence-transportation:
Yes ___ 1 No ___ 2

F. For youth:
1. What was the most important reason for your leaving school? (Check only one.)
Graduated from 12th grade ___ 0
Illness ___ 1
Had to support self ___ 2
Had to support family ___ 3
Preferred work to school ___ 4
Because of low marks in school ___ 5
Had to work on family farm or in family business ___ 6
Trouble with teachers or school authorities ___ 7
Marriage or pregnancy ___ 8
Other ___ 9
(Specify) ______________

2. Living with parents (either own or spouse's)? Yes ___ 1 No ___ 2

3. Highest grade of regular school father ever completed?

Code	0	1				2	3		4	5			6
Grade	0	1	2	3	4	5	6	7	8	9	10	11	12

Code College:	7			8	9
Year	1	2	3	4	4+

(Data Processing Office Copy)

Figure 9. Department of Labor and Department of Health, Education and Welfare
Form MT-101: Characteristics of Trainees.

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whom no forms are completed; nor is it now possible to state their number in the "North City" area, since only county of residence is given on the form. Four copies of the MT-101 are usually prepared for each trainee, one of which remains with the Employment Service control office.

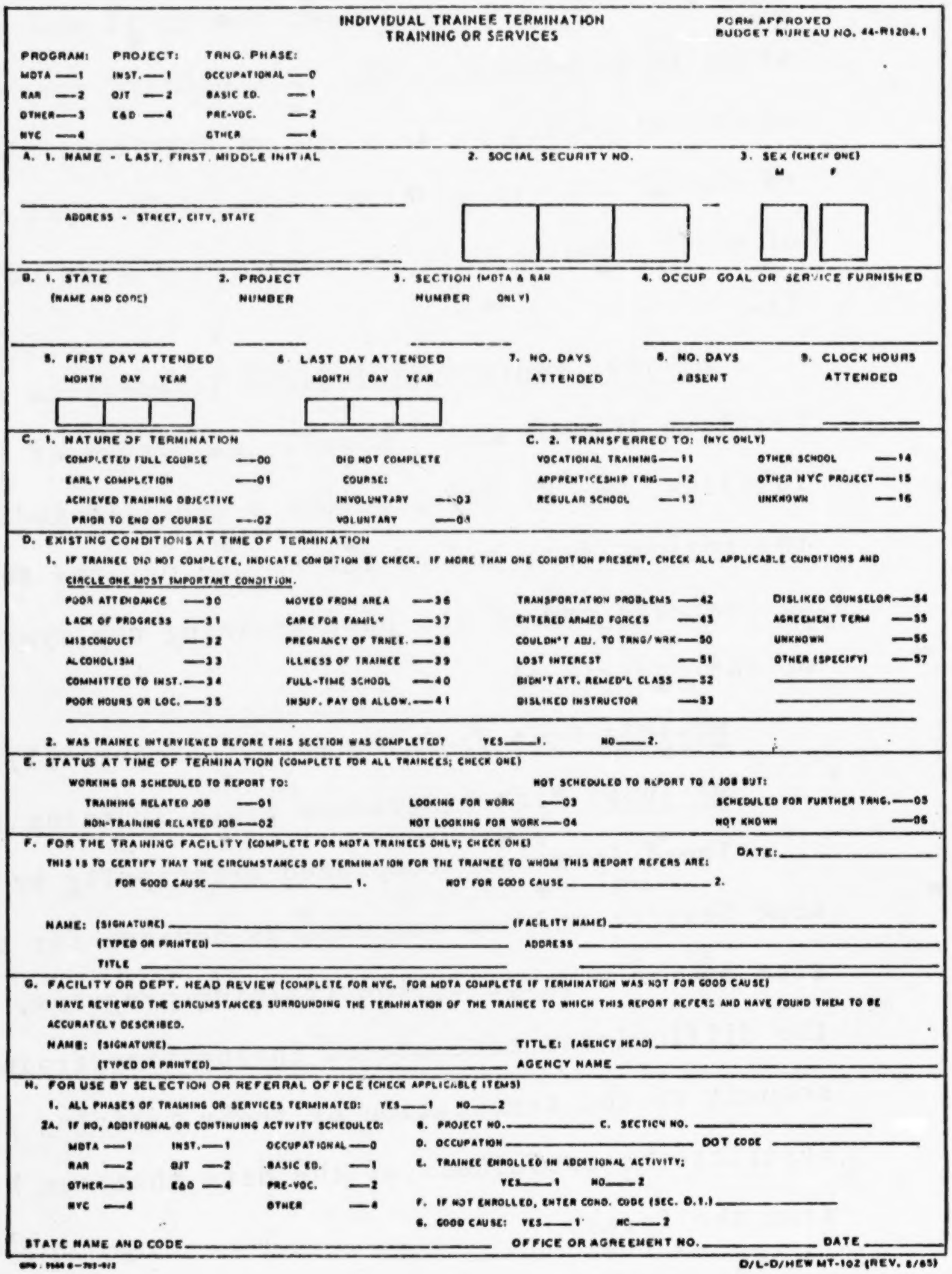
MT-102: Individual Trainee Termination Training or Services (Figure 10). Usually completed at the training facility, the MT-102 provides a detailed indication of the reasons for, and of the nature of, the termination of training and of the post-training employment status of the individual.

MT-103: Post Training Report (Figure 11).

MT-103a: Work Experience Since Training (Figure 12).

These forms are completed principally by the Employment Service and are intended as devices for the evaluation of the success of the training programs. However, the difficulties encountered in locating trainees subsequent to the termination of their training seriously restrict the usefulness of the data that can be acquired from the forms.

As has been observed, the special purpose forms in the MT series are the most important for the purposes of the present project. The system for their use is a new



INDIVIDUAL TRAINEE TERMINATION
TRAINING OR SERVICES

FORM APPROVED
BUDGET BUREAU NO. 44-R1204.1

PROGRAM:	PROJECT:	TRNG. PHASE:
MDTA —1	INST. —1	OCCUPATIONAL —0
RAR —2	OJT —2	BASIC ED. —1
OTHER —3	E&D —4	PRE-VOC. —2
NYC —4		OTHER —4

A. 1. NAME - LAST, FIRST, MIDDLE INITIAL

ADDRESS - STREET, CITY, STATE

2. SOCIAL SECURITY NO. ☐☐☐

3. SEX (CHECK ONE) M ☐ F ☐

B. 1. STATE (NAME AND CODE) ____

2. PROJECT NUMBER ____

3. SECTION (MDTA & RAR ONLY) NUMBER ____

4. OCCUP GOAL OR SERVICE FURNISHED ____

5. FIRST DAY ATTENDED MONTH DAY YEAR ☐☐☐

6. LAST DAY ATTENDED MONTH DAY YEAR ☐☐☐

7. NO. DAYS ATTENDED ____

8. NO. DAYS ABSENT ____

9. CLOCK HOURS ATTENDED ____

C. 1. NATURE OF TERMINATION

COMPLETED FULL COURSE —00
EARLY COMPLETION —01
ACHIEVED TRAINING OBJECTIVE PRIOR TO END OF COURSE —02
DID NOT COMPLETE COURSE:
INVOLUNTARY —03
VOLUNTARY —04

C. 2. TRANSFERRED TO: (NYC ONLY)

VOCATIONAL TRAINING —11
APPRENTICESHIP TRNG —12
REGULAR SCHOOL —13
OTHER SCHOOL —14
OTHER NYC PROJECT —15
UNKNOWN —16

D. EXISTING CONDITIONS AT TIME OF TERMINATION

1. IF TRAINEE DID NOT COMPLETE, INDICATE CONDITION BY CHECK. IF MORE THAN ONE CONDITION PRESENT, CHECK ALL APPLICABLE CONDITIONS AND CIRCLE ONE MOST IMPORTANT CONDITION.

POOR ATTENDANCE —30
LACK OF PROGRESS —31
MISCONDUCT —32
ALCOHOLISM —33
COMMITTED TO INST. —34
POOR HOURS OR LOC. —35
MOVED FROM AREA —36
CARE FOR FAMILY —37
PREGNANCY OF TRNEE. —38
ILLNESS OF TRAINEE —39
FULL-TIME SCHOOL —40
INSUF. PAY OR ALLOW. —41
TRANSPORTATION PROBLEMS —42
ENTERED ARMED FORCES —43
COULDN'T ADJ. TO TRNG/WRK —50
LOST INTEREST —51
DIDN'T ATT. REMED'L CLASS —52
DISLIKED INSTRUCTOR —53
DISLIKED COUNSELOR —54
AGREEMENT TERM —55
UNKNOWN —56
OTHER (SPECIFY) —57

2. WAS TRAINEE INTERVIEWED BEFORE THIS SECTION WAS COMPLETED? YES___1. NO___2.

E. STATUS AT TIME OF TERMINATION (COMPLETE FOR ALL TRAINEES; CHECK ONE)

WORKING OR SCHEDULED TO REPORT TO:
TRAINING RELATED JOB —01
NON-TRAINING RELATED JOB —02

NOT SCHEDULED TO REPORT TO A JOB BUT:
LOOKING FOR WORK —03
NOT LOOKING FOR WORK —04
SCHEDULED FOR FURTHER TRNG. —05
NOT KNOWN —06

F. FOR THE TRAINING FACILITY (COMPLETE FOR MDTA TRAINEES ONLY; CHECK ONE)

DATE: ____

THIS IS TO CERTIFY THAT THE CIRCUMSTANCES OF TERMINATION FOR THE TRAINEE TO WHOM THIS REPORT REFERS ARE:

FOR GOOD CAUSE ____ 1. NOT FOR GOOD CAUSE ____ 2.

NAME: (SIGNATURE) ____
(TYPED OR PRINTED) ____
TITLE ____
(FACILITY NAME) ____
ADDRESS ____

G. FACILITY OR DEPT. HEAD REVIEW (COMPLETE FOR NYC. FOR MDTA COMPLETE IF TERMINATION WAS NOT FOR GOOD CAUSE)

I HAVE REVIEWED THE CIRCUMSTANCES SURROUNDING THE TERMINATION OF THE TRAINEE TO WHICH THIS REPORT REFERS AND HAVE FOUND THEM TO BE ACCURATELY DESCRIBED.

NAME: (SIGNATURE) ____
(TYPED OR PRINTED) ____
TITLE: (AGENCY HEAD) ____
AGENCY NAME ____

H. FOR USE BY SELECTION OR REFERRAL OFFICE (CHECK APPLICABLE ITEMS)

1. ALL PHASES OF TRAINING OR SERVICES TERMINATED: YES___1 NO___2

2A. IF NO, ADDITIONAL OR CONTINUING ACTIVITY SCHEDULED:

MDTA —1	INST. —1	OCCUPATIONAL —0
RAR —2	OJT —2	BASIC ED. —1
OTHER —3	E&D —4	PRE-VOC. —2
NYC —4		OTHER —4

B. PROJECT NO. ____ C. SECTION NO. ____

D. OCCUPATION ____ DOT CODE ____

E. TRAINEE ENROLLED IN ADDITIONAL ACTIVITY;
YES___1 NO___2

F. IF NOT ENROLLED, ENTER COND. CODE (SEC. D.1.) ____

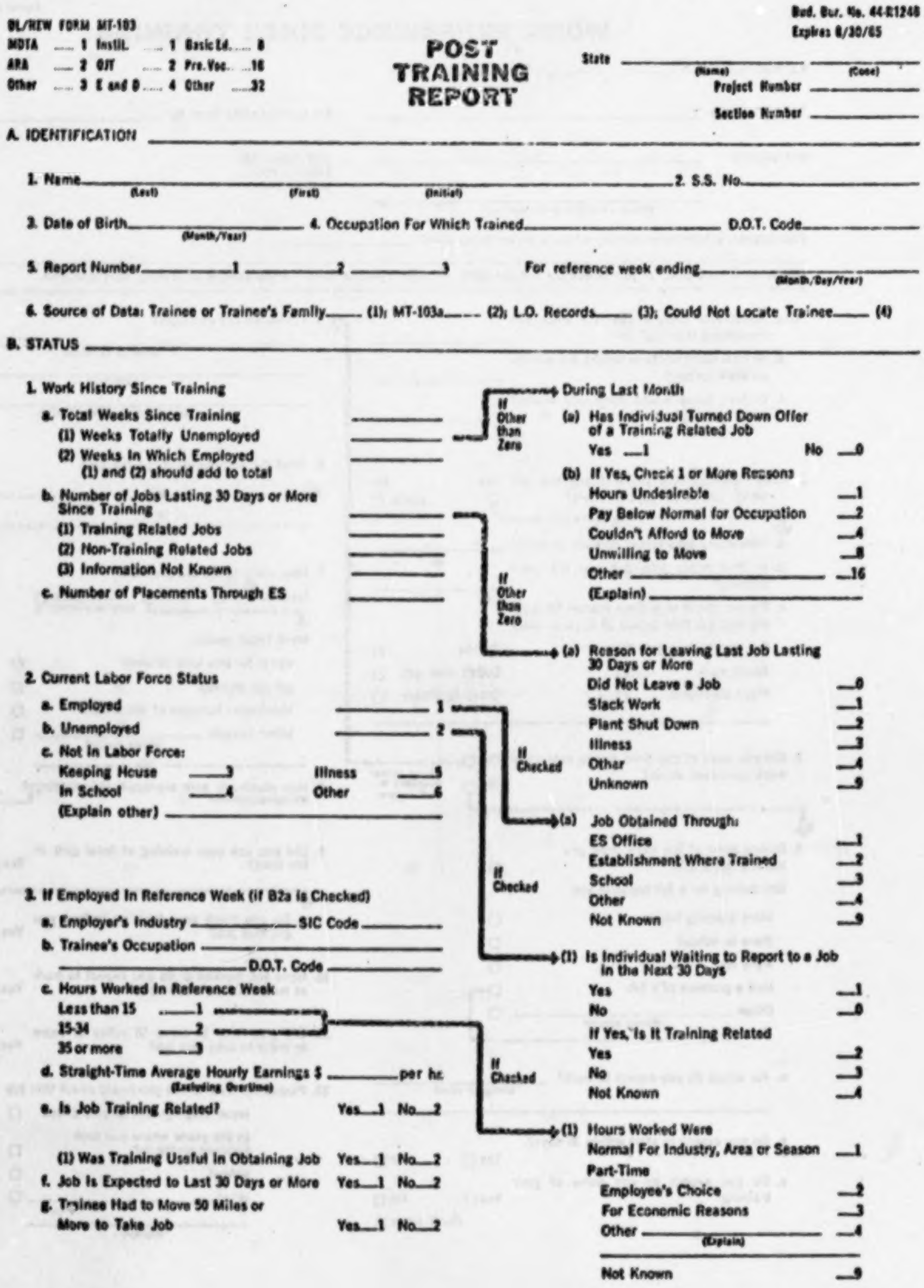
G. GOOD CAUSE: YES___1 NO___2

STATE NAME AND CODE ____ OFFICE OR AGREEMENT NO. ____ DATE ____

GPO : [illegible]

D/L-D/HEW MT-102 (REV. 8/65)

Figure 10. Department of Labor and
Department of Health, Education and Welfare Form MT-102:
Individual Trainee Termination Training or Services.



DL/HEW FORM MT-103
MDTA ..... 1 Instl. ..... 1 Basic Ed. 8
ARA ..... 2 OJT ..... 2 Pre.Voc. 16
Other ..... 3 E and D ..... 4 Other 32

POST TRAINING REPORT

Bud. Bur. No. 44-R1248
Expires 8/30/65

State ______ (Name) ______ (Code)
Project Number ______
Section Number ______

A. IDENTIFICATION

1. Name ______ (Last) ______ (First) ______ (Initial) 2. S.S. No. ______
3. Date of Birth ______ (Month/Year) 4. Occupation For Which Trained ______ D.O.T. Code ______
5. Report Number ______ 1 ______ 2 ______ 3 For reference week ending ______ (Month/Day/Year)
6. Source of Data: Trainee or Trainee's Family ____ (1); MT-103a ____ (2); L.O. Records ____ (3); Could Not Locate Trainee ____ (4)

B. STATUS

1. Work History Since Training
   - a. Total Weeks Since Training ______
     - (1) Weeks Totally Unemployed ______
     - (2) Weeks In Which Employed ______
       (1) and (2) should add to total
   - b. Number of Jobs Lasting 30 Days or More Since Training ______
     - (1) Training Related Jobs ______
     - (2) Non-Training Related Jobs ______
     - (3) Information Not Known ______
   - c. Number of Placements Through ES ______

2. Current Labor Force Status
   - a. Employed ______ 1
   - b. Unemployed ______ 2
   - c. Not In Labor Force:
     Keeping House ____ 3 Illness ____ 5
     In School ____ 4 Other ____ 6
     (Explain other) ______

3. If Employed In Reference Week (If B2a Is Checked)
   - a. Employer's Industry ______ SIC Code ______
   - b. Trainee's Occupation ______ D.O.T. Code ______
   - c. Hours Worked In Reference Week
     Less than 15 ____ 1
     15-34 ____ 2
     35 or more ____ 3
   - d. Straight-Time Average Hourly Earnings $ ______ per hr. (Excluding Overtime)
   - e. Is Job Training Related? Yes __1 No __2
     - (1) Was Training Useful In Obtaining Job Yes __1 No __2
   - f. Job Is Expected to Last 30 Days or More Yes __1 No __2
   - g. Trainee Had to Move 50 Miles or More to Take Job Yes __1 No __2

If Other than Zero

During Last Month
(a) Has Individual Turned Down Offer of a Training Related Job
Yes __1 No __0
(b) If Yes, Check 1 or More Reasons
Hours Undesirable __1
Pay Below Normal for Occupation __2
Couldn't Afford to Move __4
Unwilling to Move __8
Other ______ __16
(Explain) ______

If Other than Zero

(a) Reason for Leaving Last Job Lasting 30 Days or More
Did Not Leave a Job __0
Slack Work __1
Plant Shut Down __2
Illness __3
Other __4
Unknown __9

If Checked

(a) Job Obtained Through:
ES Office __1
Establishment Where Trained __2
School __3
Other __4
Not Known __9

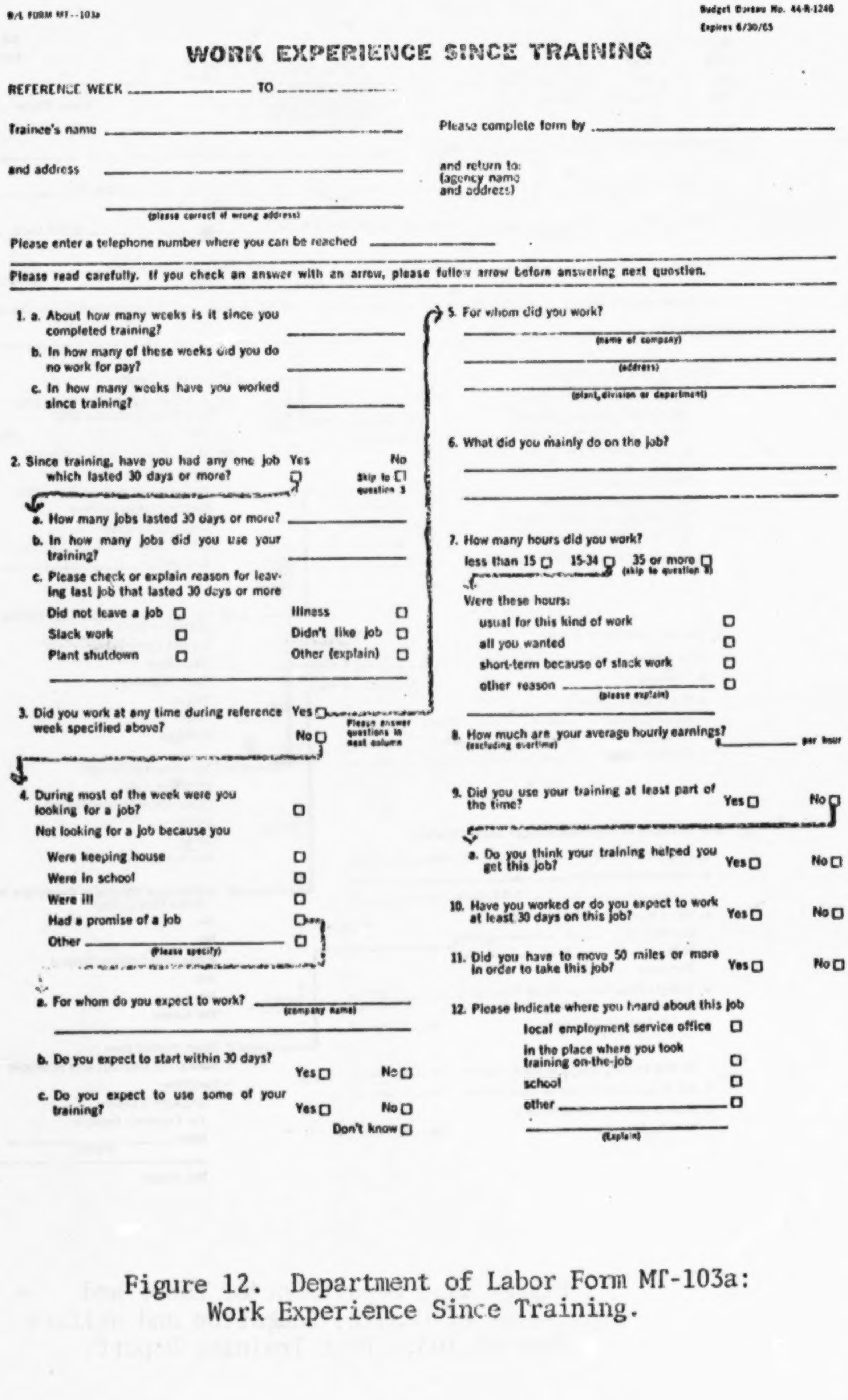
If Checked

(1) Is Individual Waiting to Report to a Job in the Next 30 Days
Yes __1
No __0
If Yes, Is It Training Related
Yes __2
No __3
Not Known __4

If Checked

(1) Hours Worked Were
Normal For Industry, Area or Season __1
Part-Time
Employee's Choice __2
For Economic Reasons __3
Other ______ (Explain) __4
Not Known __9

Figure 11. Department of Labor and Department of Health, Education and Welfare Form MT-103: Post Training Report.



D/L FORM MT--103a

Budget Bureau No. 44-R-1240
Expires 6/30/65

WORK EXPERIENCE SINCE TRAINING

REFERENCE WEEK ________ TO ________

Trainee's name ________ Please complete form by ________

and address ________ and return to: (agency name and address)

________ (please correct if wrong address)

Please enter a telephone number where you can be reached ________

Please read carefully. If you check an answer with an arrow, please follow arrow before answering next question.

1. a. About how many weeks is it since you completed training? ________
   b. In how many of these weeks did you do no work for pay? ________
   c. In how many weeks have you worked since training? ________

2. Since training, have you had any one job which lasted 30 days or more? Yes ☐ No Skip to question 3 ☐
   a. How many jobs lasted 30 days or more? ________
   b. In how many jobs did you use your training? ________
   c. Please check or explain reason for leaving last job that lasted 30 days or more
      Did not leave a job ☐ Illness ☐
      Slack work ☐ Didn't like job ☐
      Plant shutdown ☐ Other (explain) ☐
      ____

3. Did you work at any time during reference week specified above? Yes ☐ Please answer questions in next column
   No ☐

4. During most of the week were you looking for a job? ☐
   Not looking for a job because you
   Were keeping house ☐
   Were in school ☐
   Were ill ☐
   Had a promise of a job ☐
   Other ________ (Please specify) ☐
   a. For whom do you expect to work? ________ (company name)
      ____
   b. Do you expect to start within 30 days? Yes ☐ No ☐
   c. Do you expect to use some of your training? Yes ☐ No ☐ Don't know ☐

5. For whom did you work?
   ________ (name of company)
   ________ (address)
   ________ (plant, division or department)

6. What did you mainly do on the job?
   ____
   ____

7. How many hours did you work?
   less than 15 ☐ 15-34 ☐ 35 or more ☐ (skip to question 8)
   Were these hours:
   usual for this kind of work ☐
   all you wanted ☐
   short-term because of slack work ☐
   other reason ________ (please explain) ☐
   ____

8. How much are your average hourly earnings? (excluding overtime) $________ per hour

9. Did you use your training at least part of the time? Yes ☐ No ☐
   a. Do you think your training helped you get this job? Yes ☐ No ☐

10. Have you worked or do you expect to work at least 30 days on this job? Yes ☐ No ☐

11. Did you have to move 50 miles or more in order to take this job? Yes ☐ No ☐

12. Please indicate where you heard about this job
    local employment service office ☐
    in the place where you took training on-the-job ☐
    school ☐
    other ________ ☐
    ________ (Explain)

Figure 12. Department of Labor Form MT-103a:
Work Experience Since Training.

one which is thus far inadequately controlled. There is, therefore, no assurance that the forms are completed and maintained according to uniform procedures and standards.

Among the other special purpose forms used by the Employment Service in its activities in support of the Manpower Development and Training Act and other programs are ES-580, Training Record Card; ES-950, MDTA Entitlement Questionnaire--Youth and NYC Graduates; ES-950A, MDTA Entitlement Questionnaire--Other Than Youths and NYC Graduates; and ES-950B, MDTA Referral Notice.

Periodic Reports:

Although a number of recurring reports are prepared by the local offices of the Employment Service and by the District Office as well, none of them contain tabulations that represent the "North City" area exclusively. Such reports as those that are completed monthly by the three Human Resources Development Centers and which include totals of applicants by age, sex and years of education completed pertain only to the entire areas they serve. Most other reports, such as the ES-219, containing a substantial amount of data on general employment conditions, are made for the whole metropolitan area rather than for any of its more economically homogeneous components. While they are, indeed, valuable for the purposes for which they were designed, they offer, regrettably, little or nothing that is specifically descriptive of conditions in the poverty neighborhoods.

Appraisal of Data in the Basic Records

Of the information that has been described from Employment Service records, the principal value lies in its potential capability to represent the detailed characteristics of particular segments of the "North City" population. Items of individual identification such as name, address and social security number are almost always available in the forms, not to mention critically important information on skills, education and other experience and on the barriers which may exist to employment. The data are usually verified by interviewers and possess the additional advantage of being subject to the independent checking implicit in their use in referrals to employers or for other operating purposes. It seems highly probable that the quality of these data is superior to that obtained by alternative methods of collecting information.

No tabulations are available, however, for residents of the "North City;" nor could they be made available unless addresses were coded by area. While the records are not as widely dispersed as are those of the schools, some additional centralization of data would be necessary, which could only be accomplished with major changes in procedures and with augmentation of both statistical staffs and data processing facilities.

If it were possible to tabulate the various characteristics of the population served by the Employment Service as reflected in all its records on a specific date, additional statistical problems would become obvious. There would be, for example, double counting of some individuals whose forms appear in more than one file; but this problem would be easily solved by the matching of records and by the elimination of duplicate entries--probably an operation that could be accomplished by using punch card equipment to match social security numbers. More serious and less easily solved would be the problem of rapid obsolescence of the entries: the files remain static while individuals move to new addresses, change jobs, acquire or lose dependents, or otherwise invalidate the information that was correct only when provided for the records. But this difficulty would be susceptible to minimization if the time spans were determined within which significant data obsolescence occurs--periods which must be fairly short, if present knowledge is taken into account concerning the mobility of poverty-area populations. The only alternative to methods for maintaining the currency of the data would be to ignore all records older than the determined period of time. Still another problem requiring careful analytical study is the extent to which the data on the Employment Service's clientele are representative of the characteristics of the general population and, hence, potentially useful in their estimation.

The Employment Security Automated Reporting System

Still in the process of development but scheduled for full implementation in the near future, this system promises drastic changes in the availability of data on Employment Service operations throughout the nation. It proposes the superimposition of computerized procedures for data maintenance and processing upon all of the Service's existing information-gathering activities; and for this reason it offers the possibility for centralized provision of tabulations of the many items of individual data already discussed. Special machine-readable forms will be prepared at the time of every individual's initial application and each time he receives counseling, testing, placement or other subsequent services. Comparable forms are also to be available for employers' job orders. When the characteristics of a particular individual or transaction have been appropriately marked on the forms, the data will be transcribed from them automatically to punch cards and thence to computer tape for further automatic processing. Such procedures will permit not only the centralized maintenance at any desired location of information on individuals, but also the matching of records, the compilation of individual case histories, and the preparation of reports on operations--all without the need for laborious manual processing of the basic records kept, as before, in the local offices.

To illustrate the possibilities of the system for the provision of detailed data, the proposed form for an applicant's characteristics may be described. It contains spaces for his name, local office number and date of application; and there are also spaces for marks which indicate the type of application (new, reactivated, changed), the applicant's social security number, zip code, primary occupational code, year of birth, highest school grade completed, sex, color, labor force status, source of "intake" (i.e., means of referral to the Employment Service), weeks of unemployment during the last twelve months, minority group status if applicable, date released from military service if applicable, family size, family income classification, present or previous participation in manpower programs, and perhaps still other data (since there are spaces whose use is as yet undesignated).

There will doubtless be many difficulties to overcome before such procedures can be made fully operational; but their elimination through testing and modification of the system's details appears assured. Among the limitations of the procedures as currently proposed would seem to be the restrictions on the information to be transcribed to that which can be numerically coded and punched on a single, eighty-column standard punch card; but this is hardly too serious, considering the long list of characteristics just described. A far more critical limitation is the fact that the geographic location of residence will be expressed only by the identification of zip code, which will prevent tabulations for such areas as the "North City," whose boundaries, as defined, cut through Philadelphia's postal zones. Nevertheless, such tabulations would be possible, if a second card were to be prepared with name, address, social security number and block or census tract codes--in other words, if procedures were used similar to those for the Philadelphia public schools' data bank. Alternatively, the additional area codes could be prescribed for manual entry--an unfortunately tedious operation--on the original machine-readable forms. However this problem may be solved, the already demonstrated feasibility of area coding means that the data on "North City" residents in the files of the Employment Service can, indeed, be made accessible in the not too distant future.

OTHER MANPOWER PROGRAMS

Reference has been made to the many agencies and varieties of programs offering manpower services to the "North City" population. Of them, only three have been selected for consideration in this report: the Concentrated Employment Program, the Neighborhood Youth Corps and the Opportunities Industrialization Center. The data from these three programs account for only a few thousands of persons, and that with some duplication. But the comprehensiveness of the information on their standard forms is of no little interest; nor should the similarities and differences between the data in them and in the records of the Employment Service be overlooked, for they hold implications for the possible design and use of common forms for all manpower agencies and hence for the development of a comprehensive multi-agency statistical system.

The Philadelphia Concentrated Employment Program

This program has the mission of coordinating the delivery of manpower services to the residents of a single central area of some eighteen census tracts within the larger forty-tract "North City" poverty neighborhood. In Philadelphia, as in a number of other cities, the United States Department of Labor has contracted with a local sponsor--in this case, the Philadelphia Employment Development Corporation--to provide through subcontracting a wide range of counseling, health, education, training and placement services to the most severely deprived members of the potential work force of a limited area. Agencies participating in the work of the local Concentrated Employment Program are the Jewish Employment and Vocational Service, the North City Congress, the Opportunities Industrialization Center, the Philadelphia Manpower Utilization Commission, the Pennsylvania State Employment Service, and the Urban League.

All applicants for the services of the Concentrated Employment Program complete the basic form PEDC-CEP 1, Applicant Intake and Registration Form (Figure 13). In addition, Form PEDC-17A, Post Training Report, identical to the MT-103 (Figure 11), is also prepared when possible. However, difficulties encountered in locating individuals once they have left the program make the completion of this form infrequent.

The Neighborhood Youth Corps

This agency offers to young people between the ages of sixteen and twenty-one years full-time job opportunities to assist them in gaining work experience and part-time ones to help them to remain in school or to

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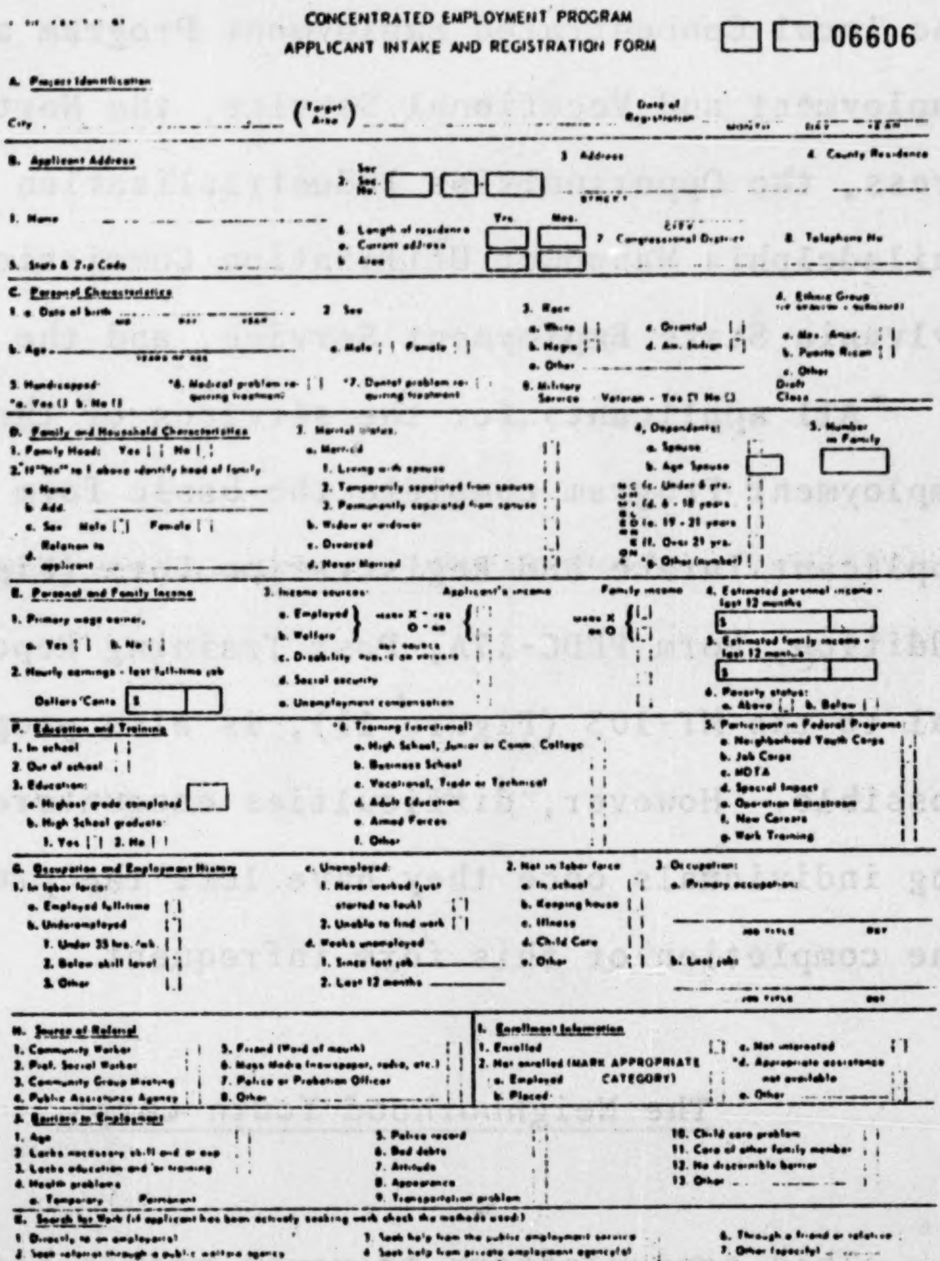


CONCENTRATED EMPLOYMENT PROGRAM
APPLICANT INTAKE AND REGISTRATION FORM ☐ ☐ 06606

A. Project Identification

City ______ (Target Area) ______ Date of Registration ______ MONTH DAY YEAR

B. Applicant Address

1. Name ______
2. Soc. Sec. No. ☐ ☐ ☐
3. Address ______ STREET ______ CITY
4. County Residence ______
5. State & Zip Code ______
6. Length of residence Yrs. Mos.
   a. Current address ☐ ☐
   b. Area ☐ ☐
7. Congressional District ______
8. Telephone No. ______

C. Personal Characteristics

1. a. Date of birth ______ MO DAY YEAR
   b. Age ______ YEARS OF AGE
2. Sex
   a. Male ☐ Female ☐
3. Race
   a. White ☐ c. Oriental ☐
   b. Negro ☐ d. Am. Indian ☐
   e. Other ______
4. Ethnic Group
   a. Mex. Amer. ☐
   b. Puerto Rican ☐
   c. Other
5. Handicapped
   *a. Yes ☐ b. No ☐
*6. Medical problem requiring treatment ☐
*7. Dental problem requiring treatment ☐
8. Military Service Veteran - Yes ☐ No ☐
Draft Class ______

D. Family and Household Characteristics

1. Family Head: Yes ☐ No ☐
2.* If "No" to 1 above identify head of family
   a. Name ______
   b. Add. ______
   c. Sex Male ☐ Female ☐
   d. Relation to applicant ______
3. Marital status:
   a. Married ☐
      1. Living with spouse ☐
      2. Temporarily separated from spouse ☐
      3. Permanently separated from spouse ☐
   b. Widow or widower ☐
   c. Divorced ☐
   d. Never Married ☐
4. Dependents:
   a. Spouse ☐
   b. Age Spouse ☐
   c. Under 6 yrs. ☐
   d. 6 - 18 years ☐
   e. 19 - 21 years ☐
   f. Over 21 yrs. ☐
   *g. Other (number) ☐
5. Number in Family ☐

E. Personal and Family Income

1. Primary wage earner,
   a. Yes ☐ b. No ☐
2. Hourly earnings - last full-time job
   Dollars/Cents $ ☐
3. Income sources: Applicant's income / Family income
   a. Employed ☐ ☐
   b. Welfare ☐ ☐
   c. Disability ☐ ☐
   d. Social security ☐ ☐
   e. Unemployment compensation ☐ ☐
4. Estimated personal income - last 12 months $ ☐
5. Estimated family income - last 12 months $ ☐
6. Poverty status:
   a. Above ☐ b. Below ☐

F. Education and Training

1. In school ☐
2. Out of school ☐
3. Education:
   a. Highest grade completed ☐
   b. High School graduate:
      1. Yes ☐ 2. No ☐
*4. Training (vocational)
   a. High School, Junior or Comm. College ☐
   b. Business School ☐
   c. Vocational, Trade or Technical ☐
   d. Adult Education ☐
   e. Armed Forces ☐
   f. Other ☐
5. Participant in Federal Programs:
   a. Neighborhood Youth Corps ☐
   b. Job Corps ☐
   c. MDTA ☐
   d. Special Impact ☐
   e. Operation Mainstream ☐
   f. New Careers ☐
   g. Work Training ☐

G. Occupation and Employment History

1. In labor force:
   a. Employed full-time ☐
   b. Underemployed ☐
      1. Under 35 hrs./wk. ☐
      2. Below skill level ☐
      3. Other ☐
   c. Unemployed:
      1. Never worked (just started to look) ☐
      2. Unable to find work ☐
   d. Weeks unemployed
      1. Since last job ______
      2. Last 12 months ______
2. Not in labor force
   a. In school ☐
   b. Keeping house ☐
   c. Illness ☐
   d. Child Care ☐
   e. Other ☐
3. Occupation:
   a. Primary occupation: ______ JOB TITLE PAY
   b. Last job: ______ JOB TITLE PAY

H. Source of Referral

1. Community Worker ☐
2. Prof. Social Worker ☐
3. Community Group Meeting ☐
4. Public Assistance Agency ☐
5. Friend (Word of mouth) ☐
6. Mass Media (newspaper, radio, etc.) ☐
7. Police or Probation Officer ☐
8. Other ______ ☐

I. Enrollment Information

1. Enrolled ☐
2. Not enrolled (MARK APPROPRIATE CATEGORY)
   a. Employed ☐
   b. Placed ☐
   c. Not interested ☐
   *d. Appropriate assistance not available ☐
   e. Other ______ ☐

J. Barriers to Employment

1. Age ☐
2. Lacks necessary skill and or exp. ☐
3. Lacks education and/or training ☐
4. Health problems
   a. Temporary Permanent
5. Police record ☐
6. Bad debts ☐
7. Attitude ☐
8. Appearance ☐
9. Transportation problem ☐
10. Child care problem ☐
11. Care of other family member ☐
12. No discernible barrier ☐
13. Other ______ ☐

K. Search for Work (if applicant has been actively seeking work check the methods used)

1. Directly to an employer(s)
2. Seek referral through a public welfare agency (CAA, Welfare, etc.)
3. Seek help from the public employment service
4. Seek help from private employment agency(s)
5. Through newspaper, TV or radio ads
6. Through a friend or relative
7. Other (specify) ______

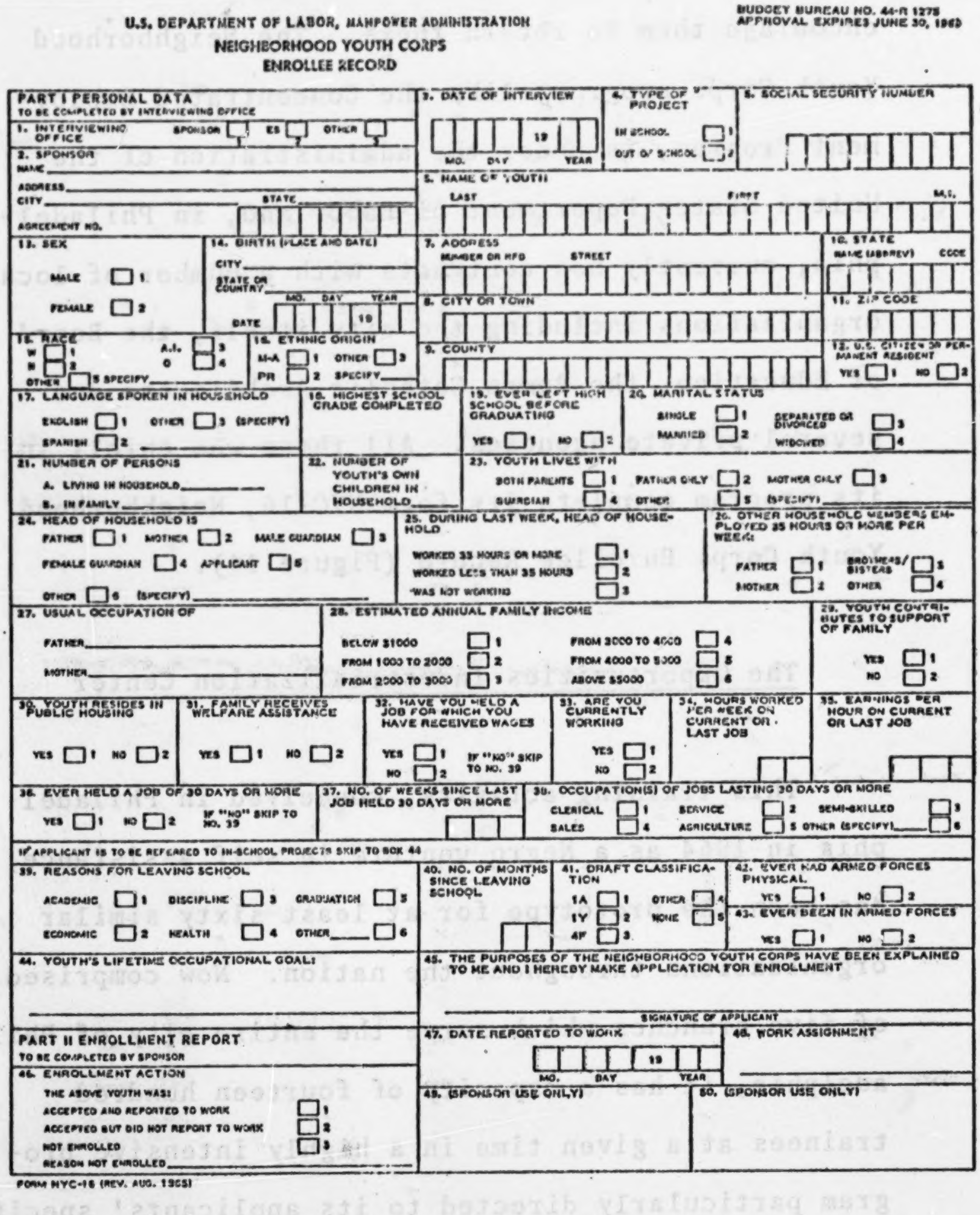
INTERVIEWER'S COMMENTS

Figure 13. Philadelphia Employment Development Corporation, Concentrated Employment Program Form PEDC-CEP 1: Applicant Intake and Registration Form.

encourage them to return there. The Neighborhood Youth Corps program, like the Concentrated Employment Program, is under the administration of the United States Department of Labor and, in Philadelphia, currently has contracts with a number of local organizations including the city itself, the Board of Education, the Roman Catholic Archdiocese and several private agencies. All those who enroll in its program complete its form NYC-16, Neighborhood Youth Corps Enrollee Record (Figure 14).

The Opportunities Industrialization Center

This training activity, conceived in Philadelphia in 1964 as a Negro venture in self assistance, has been the prototype for at least sixty similar organizations throughout the nation. Now comprised of five branches which serve the entire city of Philadelphia, it has a capacity of fourteen hundred trainees at a given time in a highly intensive program particularly directed to its applicants' specific needs on which information is obtained through the use of a complex form providing the most detailed individual information of any yet examined: A-10/3,



BUDGET BUREAU NO. 44-R 1275
APPROVAL EXPIRES JUNE 30, 1969

U.S. DEPARTMENT OF LABOR, MANPOWER ADMINISTRATION
NEIGHBORHOOD YOUTH CORPS
ENROLLEE RECORD

PART I PERSONAL DATA
TO BE COMPLETED BY INTERVIEWING OFFICE

1. INTERVIEWING OFFICE SPONSOR ☐ 1 ES ☐ 2 OTHER ☐ 3
2. SPONSOR
NAME ______
ADDRESS ______
CITY ______ STATE ______
AGREEMENT NO. ☐☐☐☐☐☐☐☐☐☐
3. DATE OF INTERVIEW ☐☐ ☐☐ 19☐☐ MO. DAY YEAR
4. TYPE OF PROJECT IN SCHOOL ☐ 1 OUT OF SCHOOL ☐ 2
5. SOCIAL SECURITY NUMBER ☐☐☐☐☐☐☐☐☐
6. NAME OF YOUTH LAST FIRST M.I.
7. ADDRESS NUMBER OR RFD STREET
8. CITY OR TOWN
9. COUNTY
10. STATE NAME (ABBREV) CODE
11. ZIP CODE
12. U.S. CITIZEN OR PERMANENT RESIDENT YES ☐ 1 NO ☐ 2
13. SEX MALE ☐ 1 FEMALE ☐ 2
14. BIRTH (PLACE AND DATE)
CITY ______
STATE OR COUNTRY ______
DATE ☐☐ ☐☐ 19☐☐ MO. DAY YEAR
15. RACE W ☐ 1 N ☐ 2 A.I. ☐ 3 O ☐ 4 OTHER ☐ 5 SPECIFY ______
16. ETHNIC ORIGIN M-A ☐ 1 PR ☐ 2 OTHER ☐ 3 SPECIFY ______
17. LANGUAGE SPOKEN IN HOUSEHOLD ENGLISH ☐ 1 SPANISH ☐ 2 OTHER ☐ 3 (SPECIFY) ______
18. HIGHEST SCHOOL GRADE COMPLETED
19. EVER LEFT HIGH SCHOOL BEFORE GRADUATING YES ☐ 1 NO ☐ 2
20. MARITAL STATUS SINGLE ☐ 1 MARRIED ☐ 2 SEPARATED OR DIVORCED ☐ 3 WIDOWED ☐ 4
21. NUMBER OF PERSONS
A. LIVING IN HOUSEHOLD ______
B. IN FAMILY ______
22. NUMBER OF YOUTH'S OWN CHILDREN IN HOUSEHOLD ______
23. YOUTH LIVES WITH BOTH PARENTS ☐ 1 FATHER ONLY ☐ 2 MOTHER ONLY ☐ 3 GUARDIAN ☐ 4 OTHER ☐ 5 (SPECIFY) ______
24. HEAD OF HOUSEHOLD IS FATHER ☐ 1 MOTHER ☐ 2 MALE GUARDIAN ☐ 3 FEMALE GUARDIAN ☐ 4 APPLICANT ☐ 5 OTHER ☐ 6 (SPECIFY) ______
25. DURING LAST WEEK, HEAD OF HOUSEHOLD
WORKED 35 HOURS OR MORE ☐ 1
WORKED LESS THAN 35 HOURS ☐ 2
WAS NOT WORKING ☐ 3
26. OTHER HOUSEHOLD MEMBERS EMPLOYED 35 HOURS OR MORE PER WEEK: FATHER ☐ 1 MOTHER ☐ 2 BROTHERS/SISTERS ☐ 3 OTHER ☐ 4
27. USUAL OCCUPATION OF
FATHER ______
MOTHER ______
28. ESTIMATED ANNUAL FAMILY INCOME
BELOW $1000 ☐ 1
FROM 1000 TO 2000 ☐ 2
FROM 2000 TO 3000 ☐ 3
FROM 3000 TO 4000 ☐ 4
FROM 4000 TO 5000 ☐ 5
ABOVE $5000 ☐ 6
29. YOUTH CONTRIBUTES TO SUPPORT OF FAMILY YES ☐ 1 NO ☐ 2
30. YOUTH RESIDES IN PUBLIC HOUSING YES ☐ 1 NO ☐ 2
31. FAMILY RECEIVES WELFARE ASSISTANCE YES ☐ 1 NO ☐ 2
32. HAVE YOU HELD A JOB FOR WHICH YOU HAVE RECEIVED WAGES YES ☐ 1 NO ☐ 2 IF "NO" SKIP TO NO. 39
33. ARE YOU CURRENTLY WORKING YES ☐ 1 NO ☐ 2
34. HOURS WORKED PER WEEK ON CURRENT OR LAST JOB ☐☐
35. EARNINGS PER HOUR ON CURRENT OR LAST JOB ☐☐☐
36. EVER HELD A JOB OF 30 DAYS OR MORE YES ☐ 1 NO ☐ 2 IF "NO" SKIP TO NO. 39
37. NO. OF WEEKS SINCE LAST JOB HELD 30 DAYS OR MORE ☐☐☐
38. OCCUPATION(S) OF JOBS LASTING 30 DAYS OR MORE CLERICAL ☐ 1 SERVICE ☐ 2 SEMI-SKILLED ☐ 3 SALES ☐ 4 AGRICULTURE ☐ 5 OTHER (SPECIFY) ______ ☐ 6

IF APPLICANT IS TO BE REFERRED TO IN-SCHOOL PROJECTS SKIP TO BOX 44

39. REASONS FOR LEAVING SCHOOL ACADEMIC ☐ 1 ECONOMIC ☐ 2 DISCIPLINE ☐ 3 HEALTH ☐ 4 GRADUATION ☐ 5 OTHER ______ ☐ 6
40. NO. OF MONTHS SINCE LEAVING SCHOOL ☐☐
41. DRAFT CLASSIFICATION 1A ☐ 1 1Y ☐ 2 4F ☐ 3 OTHER ☐ 4 NONE ☐ 5
42. EVER HAD ARMED FORCES PHYSICAL YES ☐ 1 NO ☐ 2
43. EVER BEEN IN ARMED FORCES YES ☐ 1 NO ☐ 2
44. YOUTH'S LIFETIME OCCUPATIONAL GOAL: ______
45. THE PURPOSES OF THE NEIGHBORHOOD YOUTH CORPS HAVE BEEN EXPLAINED TO ME AND I HEREBY MAKE APPLICATION FOR ENROLLMENT
______
SIGNATURE OF APPLICANT

PART II ENROLLMENT REPORT
TO BE COMPLETED BY SPONSOR

46. ENROLLMENT ACTION
THE ABOVE YOUTH WAS:
ACCEPTED AND REPORTED TO WORK ☐ 1
ACCEPTED BUT DID NOT REPORT TO WORK ☐ 2
NOT ENROLLED ☐ 3
REASON NOT ENROLLED ______
47. DATE REPORTED TO WORK ☐☐ ☐☐ 19☐☐ MO. DAY YEAR
48. WORK ASSIGNMENT ______
49. (SPONSOR USE ONLY)
50. (SPONSOR USE ONLY)

FORM NYC-16 (REV. AUG. 1965)

Figure 14. Neighborhood Youth Corps
Form NYC-16: Enrollee Record.

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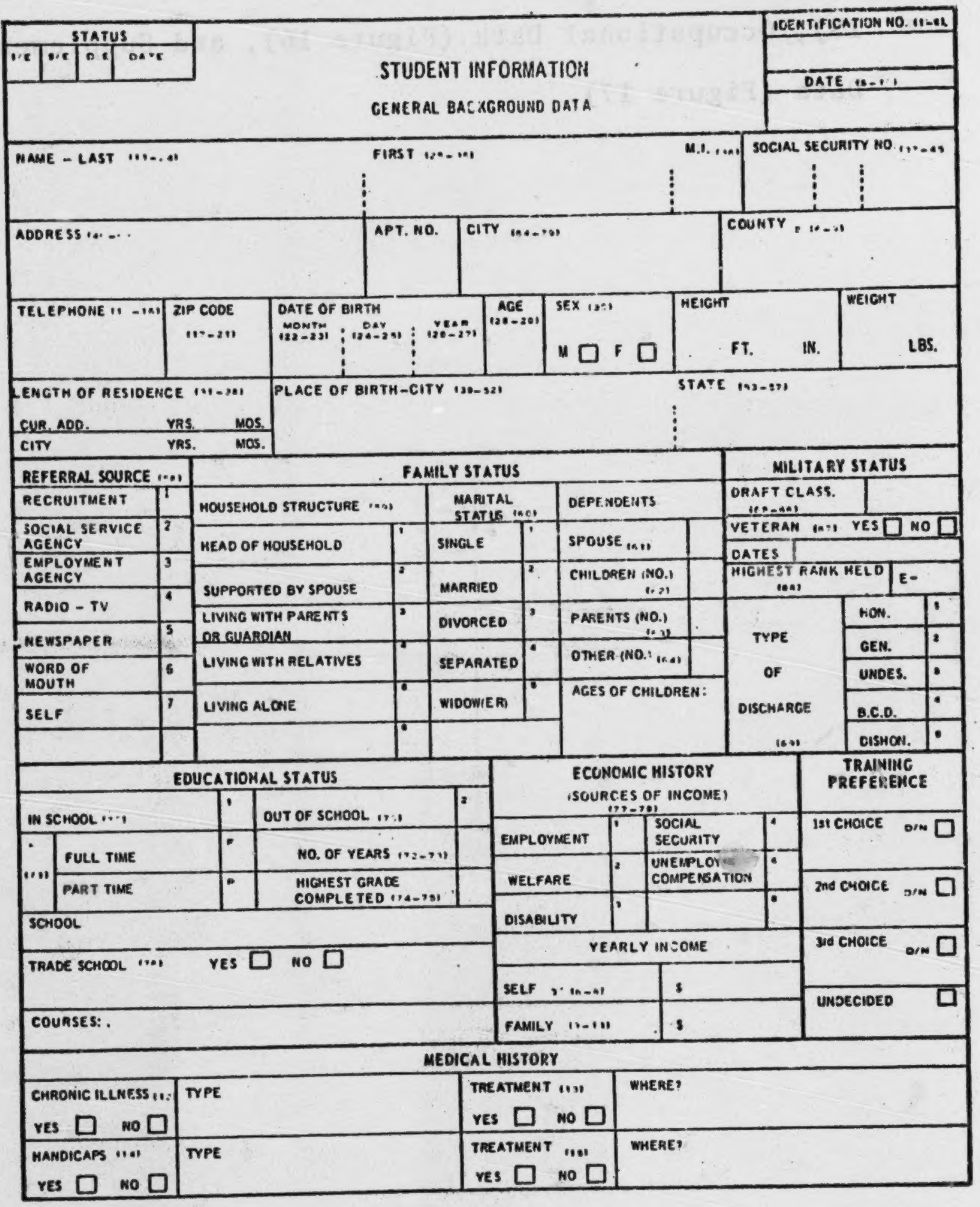
Student Information, General Background Data (Figure 15), Occupational Data (Figure 16), and Supplementary Data (Figure 17).



STATUS			
I/E	S/E	D.E.	DATE

STUDENT INFORMATION

GENERAL BACKGROUND DATA

IDENTIFICATION NO.

DATE

NAME – LAST
FIRST
M.I.
SOCIAL SECURITY NO.

ADDRESS
APT. NO.
CITY
COUNTY

TELEPHONE
ZIP CODE (17–21)
DATE OF BIRTH MONTH (22–23) DAY (24–25) YEAR (26–27)
AGE (28–29)
SEX M ☐ F ☐
HEIGHT FT. IN.
WEIGHT LBS.

LENGTH OF RESIDENCE
CUR. ADD. YRS. MOS.
CITY YRS. MOS.
PLACE OF BIRTH–CITY (39–52)
STATE

REFERRAL SOURCE	
RECRUITMENT	1
SOCIAL SERVICE AGENCY	2
EMPLOYMENT AGENCY	3
RADIO – TV	4
NEWSPAPER	5
WORD OF MOUTH	6
SELF	7

FAMILY STATUS

HOUSEHOLD STRUCTURE		MARITAL STATUS		DEPENDENTS	
HEAD OF HOUSEHOLD	1	SINGLE	1	SPOUSE	
SUPPORTED BY SPOUSE	2	MARRIED	2	CHILDREN (NO.)	
LIVING WITH PARENTS OR GUARDIAN	3	DIVORCED	3	PARENTS (NO.)	
LIVING WITH RELATIVES	4	SEPARATED	4	OTHER (NO.)	
LIVING ALONE	5	WIDOW(ER)	5	AGES OF CHILDREN:	
	6				

MILITARY STATUS

DRAFT CLASS.
VETERAN YES ☐ NO ☐
DATES
HIGHEST RANK HELD E–

TYPE OF DISCHARGE		
	HON.	1
	GEN.	2
	UNDES.	3
	B.C.D.	4
	DISHON.	5

EDUCATIONAL STATUS

IN SCHOOL		1	OUT OF SCHOOL	2
	FULL TIME		NO. OF YEARS (72–73)	
	PART TIME		HIGHEST GRADE COMPLETED (74–75)	

SCHOOL

TRADE SCHOOL YES ☐ NO ☐

COURSES:

ECONOMIC HISTORY (SOURCES OF INCOME)

EMPLOYMENT	1	SOCIAL SECURITY	4
WELFARE	2	UNEMPLOYMENT COMPENSATION	5
DISABILITY	3		6

YEARLY INCOME

SELF	$
FAMILY	$

TRAINING PREFERENCE

1st CHOICE O/N ☐
2nd CHOICE O/N ☐
3rd CHOICE O/N ☐
UNDECIDED ☐

MEDICAL HISTORY

CHRONIC ILLNESS YES ☐ NO ☐	TYPE	TREATMENT YES ☐ NO ☐	WHERE?
HANDICAPS YES ☐ NO ☐	TYPE	TREATMENT YES ☐ NO ☐	WHERE?

A-103 4'67

Figure 15. Opportunities Industrialization Center Form A-10/3: Student Information, General Background Data.

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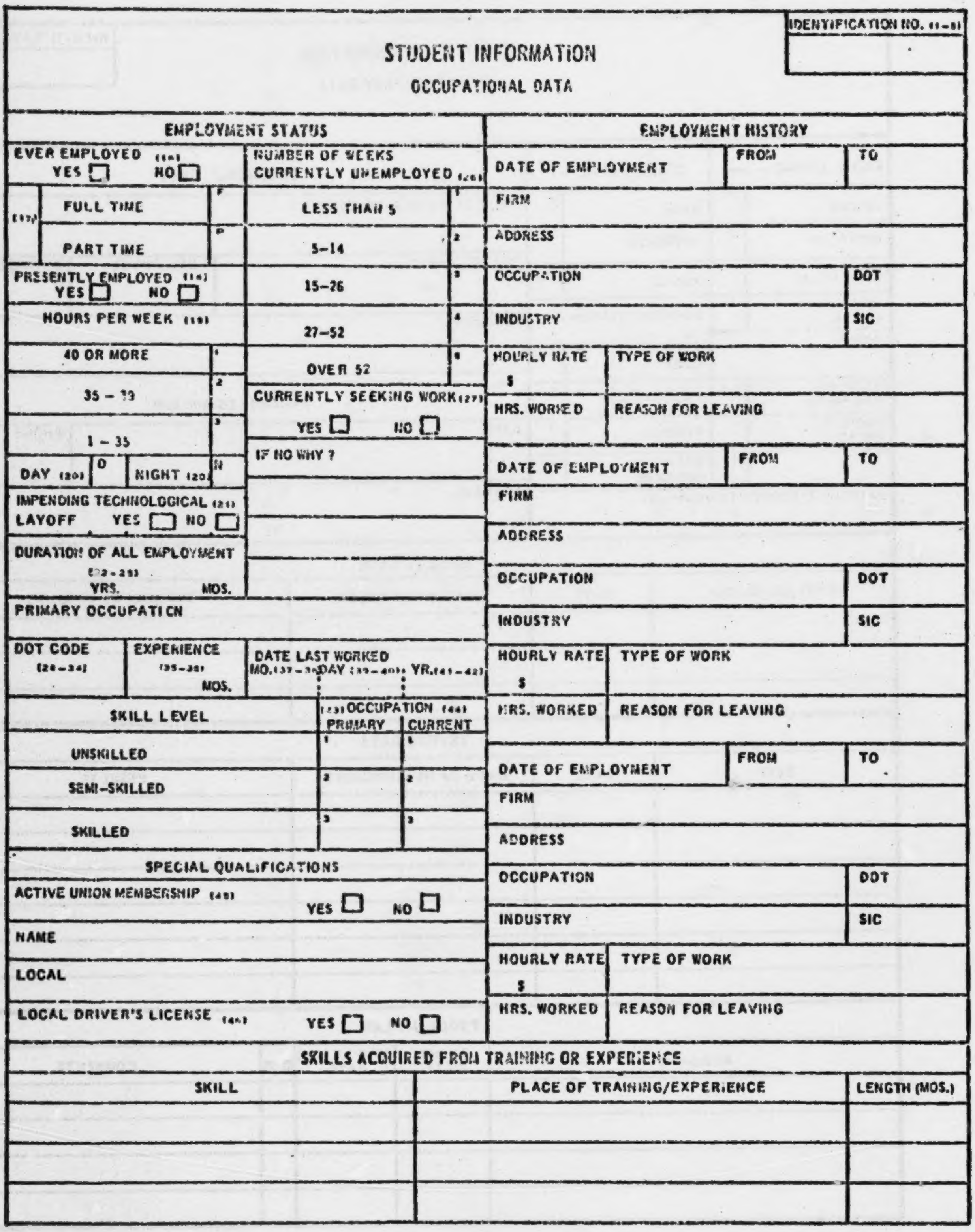

IDENTIFICATION NO. (1-8)

STUDENT INFORMATION

OCCUPATIONAL DATA

EMPLOYMENT STATUS

EVER EMPLOYED (16) YES ☐ NO ☐

(17) FULL TIME F

PART TIME P

PRESENTLY EMPLOYED (18) YES ☐ NO ☐

HOURS PER WEEK (19)

40 OR MORE 1

35 - 39 2

1 - 35 3

DAY (20) D NIGHT (20) N

IMPENDING TECHNOLOGICAL (21) LAYOFF YES ☐ NO ☐

DURATION OF ALL EMPLOYMENT (22-25) YRS. MOS.

NUMBER OF WEEKS CURRENTLY UNEMPLOYED (26)

LESS THAN 5 1

5-14 2

15-26 3

27-52 4

OVER 52 5

CURRENTLY SEEKING WORK (27) YES ☐ NO ☐

IF NO WHY ?

PRIMARY OCCUPATION

DOT CODE (28-34)

EXPERIENCE (35-36) MOS.

DATE LAST WORKED MO. (37-38) DAY (39-40) YR. (41-42)

SKILL LEVEL	(43) OCCUPATION PRIMARY	(44) CURRENT
UNSKILLED	1	1
SEMI-SKILLED	2	2
SKILLED	3	3

SPECIAL QUALIFICATIONS

ACTIVE UNION MEMBERSHIP (45) YES ☐ NO ☐

NAME

LOCAL

LOCAL DRIVER'S LICENSE (46) YES ☐ NO ☐

EMPLOYMENT HISTORY

DATE OF EMPLOYMENT FROM TO

FIRM

ADDRESS

OCCUPATION DOT

INDUSTRY SIC

HOURLY RATE $ TYPE OF WORK

HRS. WORKED REASON FOR LEAVING

DATE OF EMPLOYMENT FROM TO

FIRM

ADDRESS

OCCUPATION DOT

INDUSTRY SIC

HOURLY RATE $ TYPE OF WORK

HRS. WORKED REASON FOR LEAVING

DATE OF EMPLOYMENT FROM TO

FIRM

ADDRESS

OCCUPATION DOT

INDUSTRY SIC

HOURLY RATE $ TYPE OF WORK

HRS. WORKED REASON FOR LEAVING

SKILLS ACQUIRED FROM TRAINING OR EXPERIENCE

SKILL	PLACE OF TRAINING/EXPERIENCE	LENGTH (MOS.)

Figure 16. Opportunities Industrialization Center Form A-10/3: Student Information, Occupational Data.

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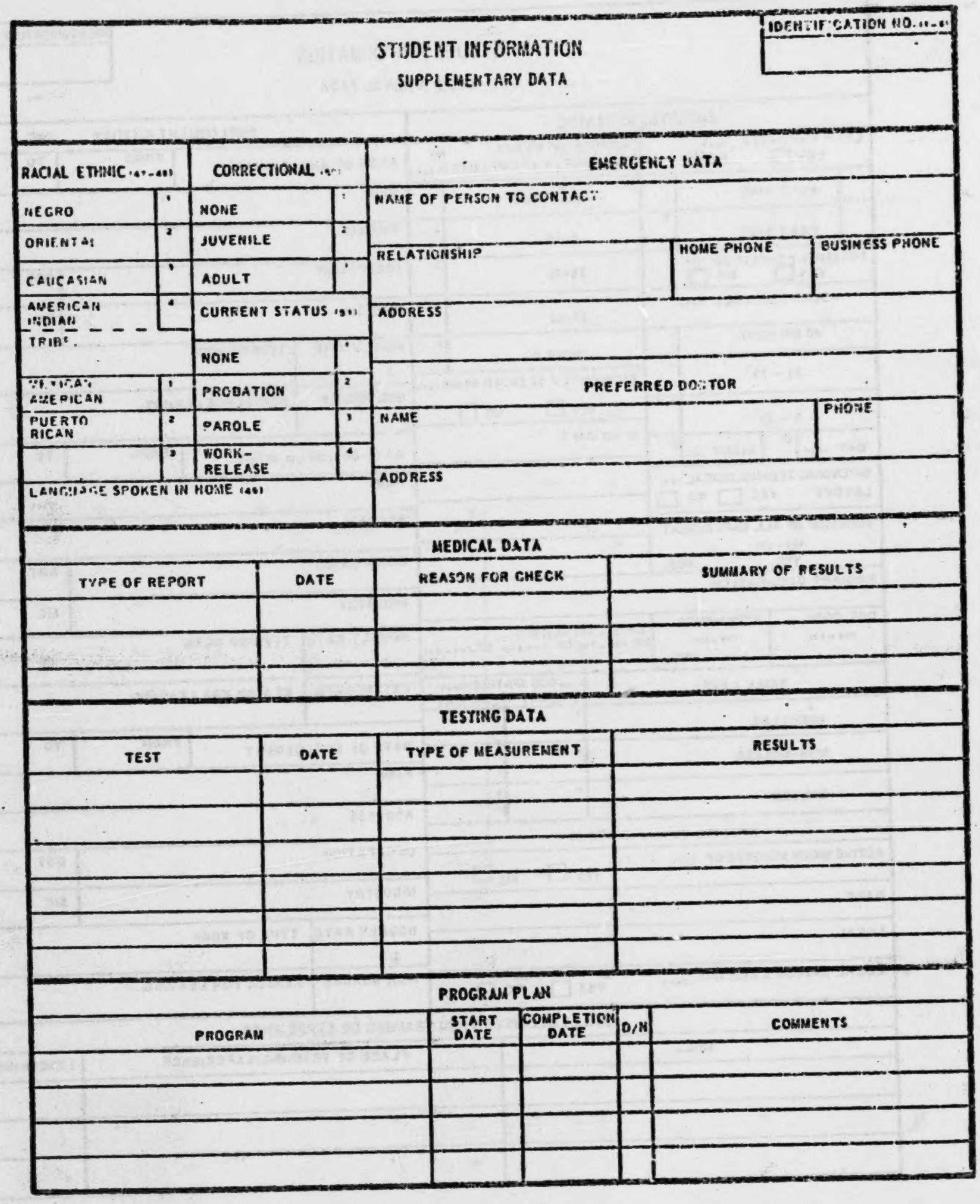

IDENTIFICATION NO. (1-6)

STUDENT INFORMATION

SUPPLEMENTARY DATA

RACIAL ETHNIC (47-48)		CORRECTIONAL (50)	
NEGRO	1	NONE	1
ORIENTAL	2	JUVENILE	2
CAUCASIAN	3	ADULT	3
AMERICAN INDIAN	4	CURRENT STATUS (51)	
TRIBE		NONE	1
MEXICAN AMERICAN	1	PROBATION	2
PUERTO RICAN	2	PAROLE	3
	3	WORK-RELEASE	4
LANGUAGE SPOKEN IN HOME (49)			

EMERGENCY DATA

NAME OF PERSON TO CONTACT

RELATIONSHIP	HOME PHONE	BUSINESS PHONE

ADDRESS

PREFERRED DOCTOR

NAME	PHONE

ADDRESS

MEDICAL DATA

TYPE OF REPORT	DATE	REASON FOR CHECK	SUMMARY OF RESULTS

TESTING DATA

TEST	DATE	TYPE OF MEASUREMENT	RESULTS

PROGRAM PLAN

PROGRAM	START DATE	COMPLETION DATE	D/N	COMMENTS

Figure 17. Opportunities Industrialization Center Form A-10/3: Student Information, Supplementary Data.

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CHAPTER 4

WELFARE AND SOCIAL SERVICES

The services provided by the educational and manpower agencies thus far discussed might well be regarded as "welfare services" themselves, if one were to consider the inclusiveness of the term by its definition. Yet those services are particularly specialized and deal with only certain of the problems that dog the lives of the poor, while necessarily treating others, when they must be taken into account, as secondary to their principal functions. The agencies now to be discussed are those which, as a group, cannot be described as confined to a single kind of welfare activity and are, therefore, more reflective of the term's broad meaning. Some of them provide financial assistance; some offer counseling and guidance; some make referrals to still others for more specialized services. Indeed, the list of functions could become quite long; and some agencies may combine several. Moreover, the agencies themselves may range in type from state and local governmental activities, some receiving federal financial support, to settlement houses and churches. Of these many organizations, however, only two have major significance to the present project because of the quantity and quality of the data which they can offer.

THE PHILADELPHIA COUNTY BOARD OF ASSISTANCE

Facilities, Jurisdictions and Types of Services

The Philadelphia County Board of Assistance, a component organization of the Pennsylvania Department of Public Welfare, administers the various activities of the State's program of public assistance. It serves the population of Philadelphia through eight district offices in as many geographic sectors of the city. As was the case with the public schools, none of the district offices serves the "North City" exclusively; rather, it is served by five of them which bear the designations: Center, Girard, Hill, North and Ridge.

Cash payments are made directly to recipients under any of five programs whose titles are indicative of the categories of persons aided: Aid to Families with Dependent Children, Old Age Assistance, Aid to Disabled, Blind Pensions, and General Assistance. In addition, there are programs, administered city-wide by one office each, for the issuance of food stamps and for medical assistance in which payments are made only to the vendors of medical services. More than 140,000 persons in Philadelphia are currently participants in these programs; and of them, approximately 60,000 reside in the "North City" poverty neighborhood.

Records and Types of Information

The standard forms used by the Philadelphia County Board of Assistance in gathering the information necessary for the administration of its programs may here again be categorized as general and special forms. Only those with population information of major relevance to the project at hand are reported upon, the content of the principal ones among them being illustrated, in part, in Table III. It will be observed that data are collected not only on individual recipients of assistance,

TABLE III

ECONOMIC AND SOCIAL CHARACTERISTICS OF THE POPULATION OF PHILADELPHIA AS CONTAINED IN THE BASIC FORMS FOR PUBLIC ASSISTANCE

(R = Recipient Data; S = Shelter Group Data;
L=Data on Legally Responsible Relative Outside of Shelter Group;
E = Employable Recipient Data)

Item	Application for Assistance (Fig. 18)	Legally Responsible Relatives (Fig. 19)	Shelter Group Incomes (Fig. 20)	Employability Data (Fig. 21)	Employable Index Card (Fig. 22)
Name	R,S	L	S	E	E
Address	R	L	-	E	-
Length of Residence	R	-	-	-	-
Social Security No.	R,S	L	-	E	-
Birthdate	R,S	-	-	-	E
Sex	R	-	-	-	E
Marital Status	R,S	-	-	-	-
Handicap	-	-	-	-	E
Training	-	-	-	E	-
Education	-	-	-	E	-

TABLE III

ECONOMIC AND SOCIAL CHARACTERISTICS OF THE POPULATION OF PHILADELPHIA AS CONTAINED IN THE BASIC FORMS FOR PUBLIC ASSISTANCE (CONTINUED)

Item	Application for Assistance	Legally Responsible Relatives	Shelter Group Incomes	Employability Data	Employable Index Card
Work History	-	-	-	E	-
Labor Force Status	-	-	-	-	E
Occupation	-	-	-	E	E
Monthly Income	-	L	S	-	-
Income Source	R	L	S	-	-
Household Status	R,S	-	-	-	-
Assistance Program	R,S	-	-	-	E
Date of Entries	R	L	S	E	E

but also on members of their "shelter groups"--a concept equivalent to the Census's "households." Information is gathered separately on recipients' legally responsible relatives living apart from the shelter group, and on those particular recipients who are considered employable. It seems evident, therefore, that data are available from the records for a considerably larger number of persons than the approximately 60,000 actual recipients in the "North City" area.

General Purpose Forms:

The two standard forms which follow provide data on both the applicants for (or recipients of) public assistance and the members of their households. In addition, these records provide case identification numbers and spaces for the entry of cross references to other cases when information on individuals appears in more than one file.

PA 1: Application for Assistance (Figure 18). This form is completed at the time of application for public assistance. The data it contains are taken by a receptionist, checked by an interviewer and subsequently verified in part by a case worker. The reverse side of the sheet is an affidavit, to be signed

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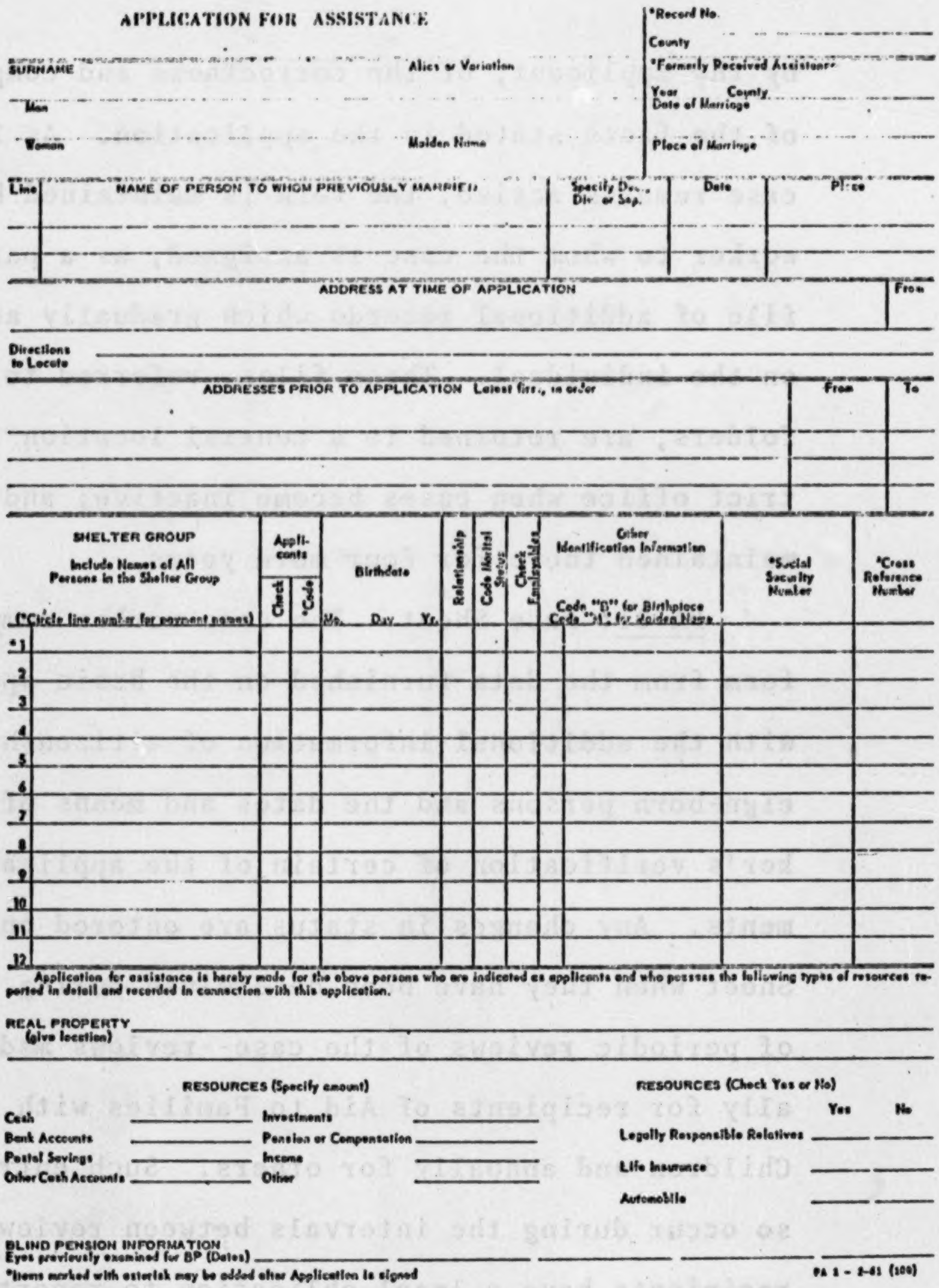


APPLICATION FOR ASSISTANCE

*Record No.

County

*Formerly Received Assistance

Year County

Date of Marriage

Place of Marriage

SURNAME Alias or Variation

Man

Woman Maiden Name

Line	NAME OF PERSON TO WHOM PREVIOUSLY MARRIED	Specify Dec., Div. or Sep.	Date	Place

ADDRESS AT TIME OF APPLICATION	From

Directions to Locate

ADDRESSES PRIOR TO APPLICATION Latest first, in order	From	To

SHELTER GROUP Include Names of All Persons in the Shelter Group (*Circle line number for payment names)	Applicants		Birthdate			Relationship	Code Marital Status	Check Employables	Other Identification Information Code "B" for Birthplace Code "M" for Maiden Name	*Social Security Number	*Cross Reference Number
	Check	*Code	Mo.	Day	Yr.						
*1											
2											
3											
4											
5											
6											
7											
8											
9											
10											
11											
12											

Application for assistance is hereby made for the above persons who are indicated as applicants and who possess the following types of resources reported in detail and recorded in connection with this application.

REAL PROPERTY (give location)

RESOURCES (Specify amount)

Cash		Investments	
Bank Accounts		Pension or Compensation	
Postal Savings		Income	
Other Cash Accounts		Other	

RESOURCES (Check Yes or No)

	Yes	No
Legally Responsible Relatives		
Life Insurance		
Automobile		

BLIND PENSION INFORMATION

Eyes previously examined for BP (Dates)

*Items marked with asterisk may be added after Application is signed

PA 1 - 2-61 (100)

Figure 18. Public Assistance Form PA 1: Application for Assistance.

by the applicant, of the correctness and completeness of the facts stated in the application. As long as the case remains active, the form is maintained by the case worker to whom the case is assigned, as a part of the file of additional records which gradually accumulate on the individual. These files, referred to as case folders, are returned to a central location in the district office when cases become inactive; and they are maintained there for four more years.

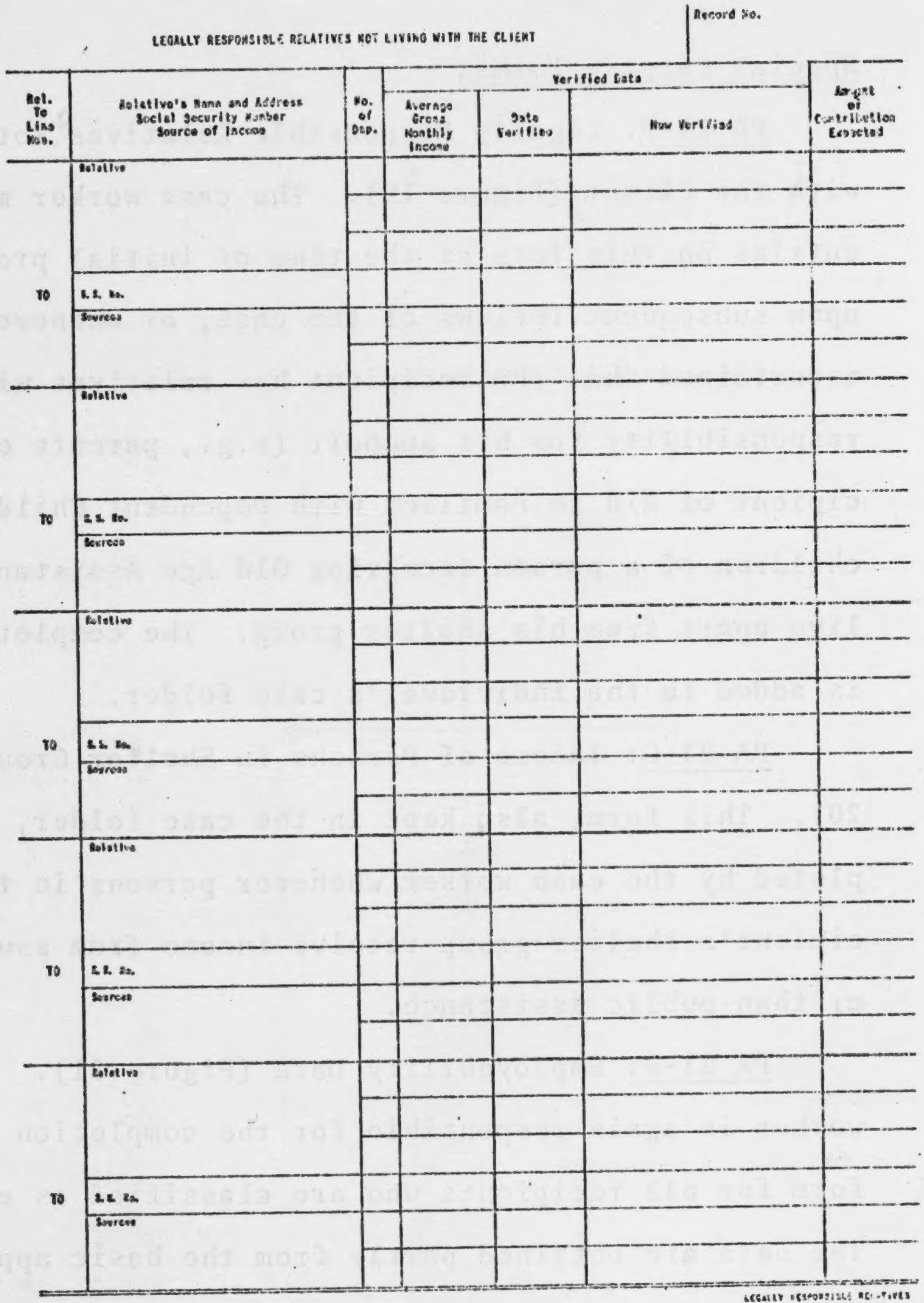
PA 21: Face Sheet. The case worker completes this form from the data furnished on the basic application, with the additional information of citizenship of foreign-born persons and the dates and means of the worker's verification of certain of the applicant's statements. Any changes in status are entered on the Face Sheet when they have been determined during the course of periodic reviews of the case--reviews made semiannually for recipients of Aid to Families with Dependent Children and annually for others. Such entries may also occur during the intervals between reviews, since recipients have a legal obligation to report all changes of status as they occur. The Face Sheet is retained in the recipient's case folder, along with the basic application.

Special Purpose Forms:

PA 21-F: Legally Responsible Relatives Not Living with the Client (Figure 19). The case worker makes the entries on this form at the time of initial processing, upon subsequent reviews of the case, or whenever it is ascertained that the recipient has relatives with legal responsibility for his support (e.g., parents of a recipient of Aid to Families with Dependent Children, or children of a person receiving Old Age Assistance) who live apart from his shelter group. The completed form is added to the individual's case folder.

PA 21-G: Income of Persons in Shelter Group (Figure 20). This form, also kept in the case folder, is completed by the case worker whenever persons in the recipient's shelter group receive income from sources other than public assistance.

PA 21-J: Employability Data (Figure 21). The case worker is again responsible for the completion of this form for all recipients who are classified as employable. The data are obtained partly from the basic application form, PA 1, and partly by interview. Changes are entered when the case is reviewed or when appropriate information is reported by the recipient. The reverse side of the form contains spaces for a detailed work history,



Record No.

LEGALLY RESPONSIBLE RELATIVES NOT LIVING WITH THE CLIENT

Rel. To Line Nos.	Relative's Name and Address Social Security Number Source of Income	No. of Dep.	Verified Data: Average Gross Monthly Income	Verified Data: Date Verified	Verified Data: How Verified	Amount of Contribution Expected
	Relative					
TO	S.S. No.					
	Sources					
	Relative					
TO	S.S. No.					
	Sources					
	Relative					
TO	S.S. No.					
	Sources					
	Relative					
TO	S.S. No.					
	Sources					
	Relative					
TO	S.S. No.					
	Sources					

LEGALLY RESPONSIBLE RELATIVES
PA Form 21-F – Rev. [illegible]

Figure 19. Public Assistance Form PA 21-F:
Legally Responsible Relatives Not Living with the Client.

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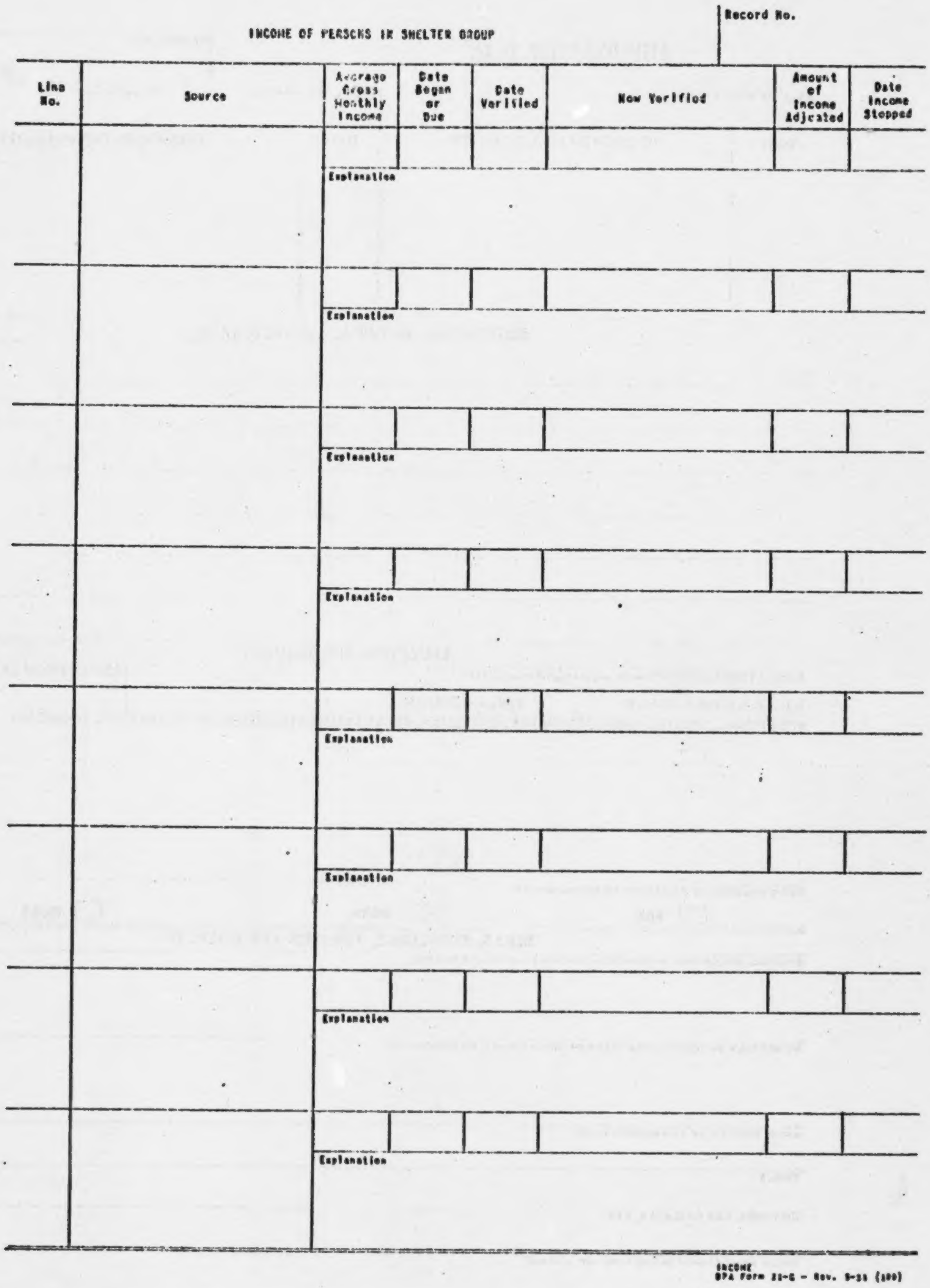


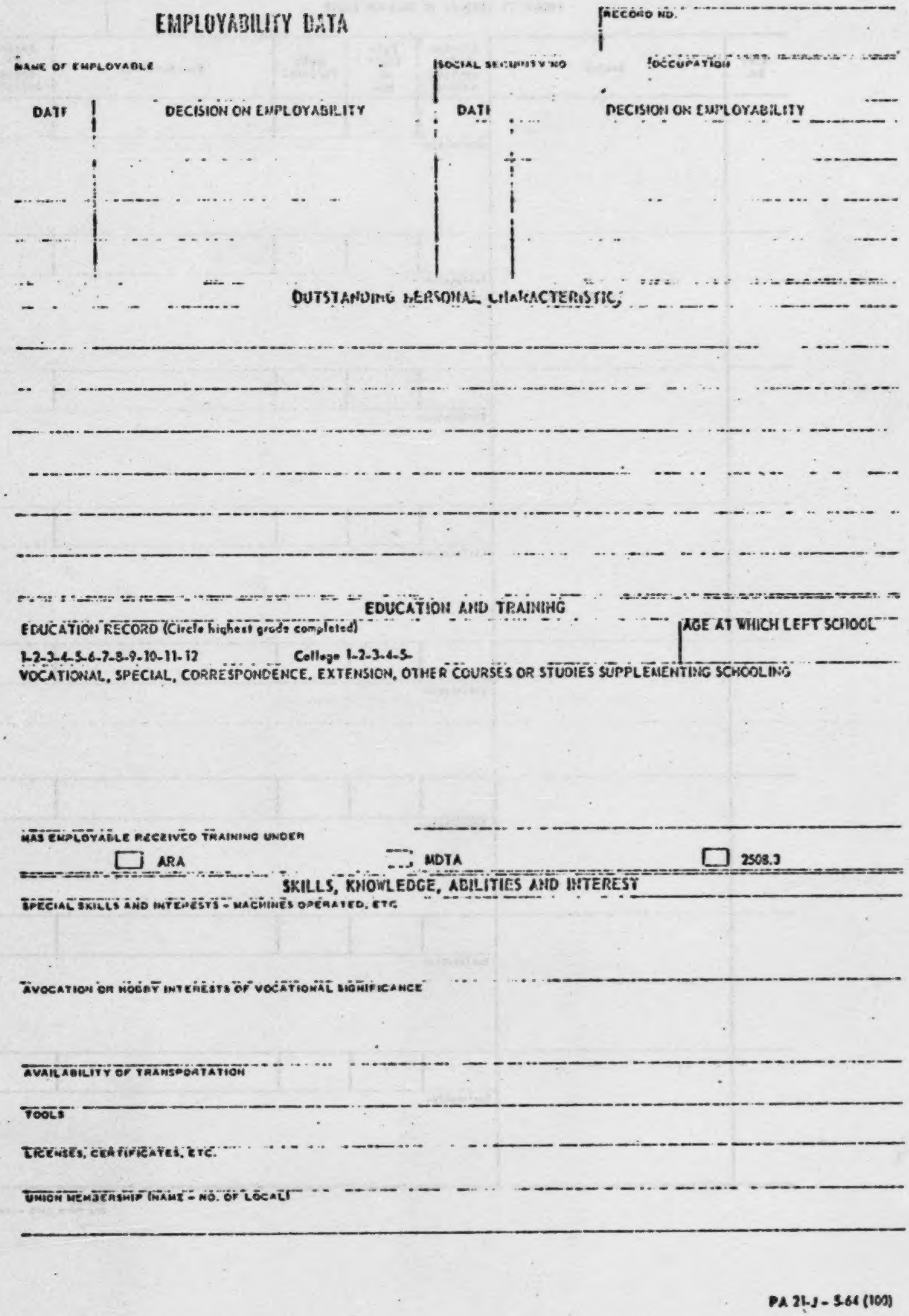
Record No.

INCOME OF PERSONS IN SHELTER GROUP

Line No.	Source	Average Gross Monthly Income	Date Begun or Due	Date Verified	How Verified	Amount of Income Adjusted	Date Income Stopped
		Explanation					
		Explanation					
		Explanation					
		Explanation					
		Explanation					
		Explanation					
		Explanation					
		Explanation					

INCOME
DPA Form 21-G – Rev. 9-33 (100)

Figure 20. Public Assistance Form PA 21-G:
Income of Persons in Shelter Group.



EMPLOYABILITY DATA

RECORD NO.

NAME OF EMPLOYABLE

SOCIAL SECURITY NO

OCCUPATION

DATE	DECISION ON EMPLOYABILITY	DATE	DECISION ON EMPLOYABILITY

OUTSTANDING PERSONAL CHARACTERISTICS

EDUCATION AND TRAINING

EDUCATION RECORD (Circle highest grade completed)

1-2-3-4-5-6-7-8-9-10-11-12 College 1-2-3-4-5-

AGE AT WHICH LEFT SCHOOL

VOCATIONAL, SPECIAL, CORRESPONDENCE, EXTENSION, OTHER COURSES OR STUDIES SUPPLEMENTING SCHOOLING

HAS EMPLOYABLE RECEIVED TRAINING UNDER

☐ ARA ☐ MDTA ☐ 2508.3

SKILLS, KNOWLEDGE, ABILITIES AND INTEREST

SPECIAL SKILLS AND INTERESTS - MACHINES OPERATED, ETC

AVOCATION OR HOBBY INTERESTS OF VOCATIONAL SIGNIFICANCE

AVAILABILITY OF TRANSPORTATION

TOOLS

LICENSES, CERTIFICATES, ETC.

UNION MEMBERSHIP (NAME - NO. OF LOCAL)

PA 21-J - 5-64 (100)

Figure 21. Public Assistance Form PA 21-J: Employability Data.

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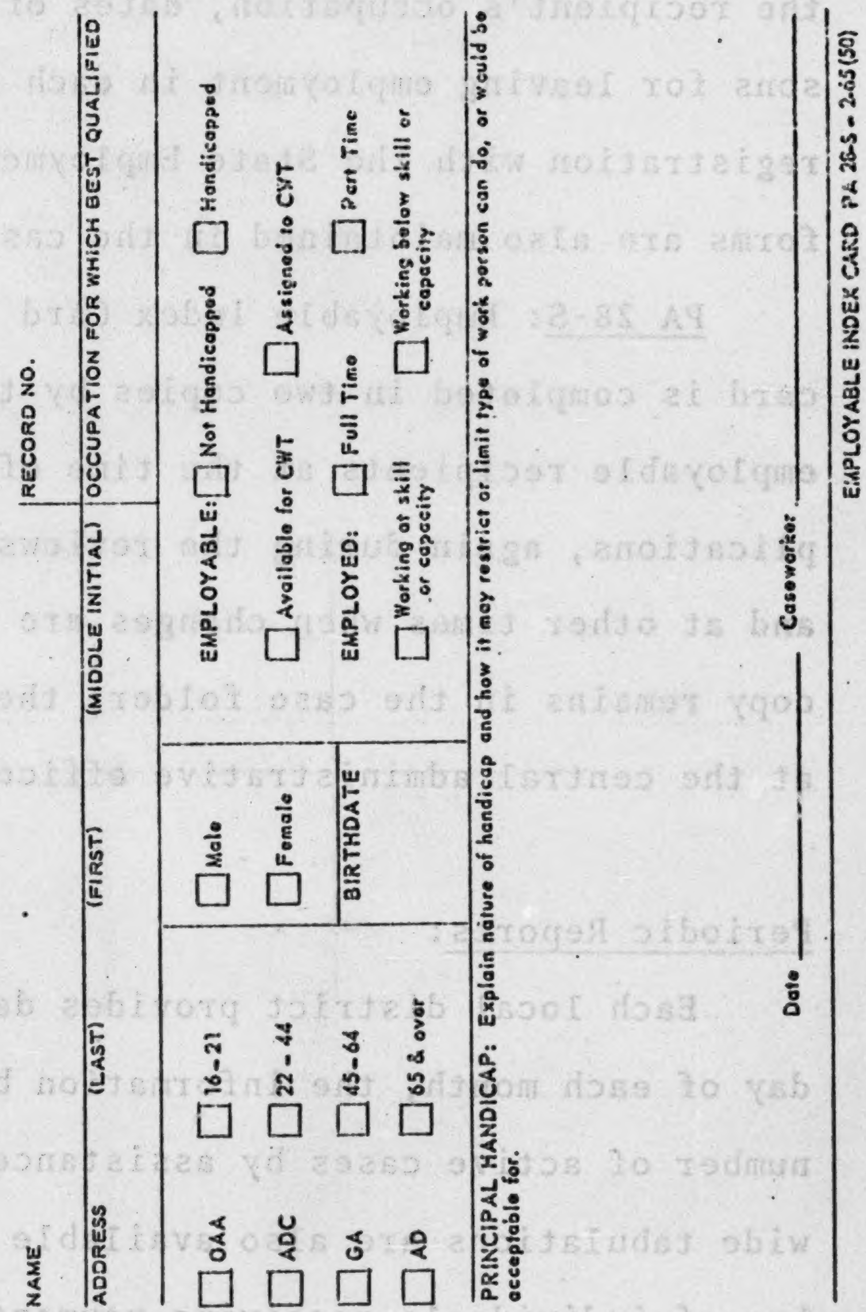
including previous employers' names and addresses and the recipient's occupation, dates of employment, reasons for leaving employment in each case, and dates of registration with the State Employment Service. These forms are also maintained in the case folders.

PA 28-S: Employable Index Card (Figure 22). This card is completed in two copies by the case worker for employable recipients at the time of their initial applications, again during the reviews of their cases, and at other times when changes are reported. One copy remains in the case folder; the other is filed at the central administrative office.

Periodic Reports:

Each local district provides data as of the last day of each month, the information being only on the number of active cases by assistance categories. City-wide tabulations are also available on the average number of individuals receiving payments under each assistance category; but none provide the much needed detailed characteristics of the recipients. And, although no totals of any kind on "North City" residents can be compiled at present from the regularly recurring reports by the Philadelphia County Board of Assistance,



NAME

RECORD NO.

ADDRESS (LAST) (FIRST) (MIDDLE INITIAL)

OCCUPATION FOR WHICH BEST QUALIFIED

☐ OAA ☐ 16-21 ☐ Male

☐ ADC ☐ 22 - 44 ☐ Female

☐ GA ☐ 45-64

☐ AD ☐ 65 & over

BIRTHDATE

EMPLOYABLE: ☐ Not Handicapped ☐ Handicapped

☐ Available for CWT ☐ Assigned to CWT

EMPLOYED: ☐ Full Time ☐ Part Time

☐ Working at skill or capacity ☐ Working below skill or capacity

PRINCIPAL HANDICAP: Explain nature of handicap and how it may restrict or limit type of work person can do, or would be acceptable for.

Date __________ Caseworker __________

EMPLOYABLE INDEX CARD PA 28-S - 2-65 (50)

Figure 22. Public Assistance Form PA 28-S:
Employable Index Card.

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occasional tabulations are made for areas as small as census tracts of the numbers of persons receiving cash payments under the various programs.

Appraisal of Data in the Basic Records

As has been indicated, the public assistance files offer detailed data on large numbers of individuals, data whose accuracy is attested by sworn statements and whose currency is more or less assured by the legal obligation of recipients of assistance to report all changes in their status and by periodic reviews to ensure that that obligation has been met. Furthermore, the information is representative of the very poorest segment of the Philadelphia community which includes twenty percent or more of the resident population of the "North City" neighborhood. Yet these particularly valuable data are practically inaccessible, since, for the most part, they appear only on the records in the custody of the individual case workers.

It seems likely that any new procedures which might be devised to produce information from the public assistance records for the "North City" or for other local area populations would require duplication and possible redesign of the forms so that copies could be made available for centralized data processing. Address coding and other operations equivalent to those used by the public schools' data bank would, of course, also be necessary.

The problem of double counting which might be expected in tabulations of individual data from case records--a problem arising because shelter group members may receive more than one type of public assistance and thereby appear in the records of more than one case--may be easily minimized, if not altogether eliminated, since the record number assigned to each case is prescribed in the cross-reference entries on both the Application for Assistance Form and on the Face Sheet for all persons who may appear in the records of other cases. In addition, cross-referencing is required to reveal which current recipients have received assistance under different case numbers in the past. Thus double counting might also be eliminated in tabulations of information from active and inactive records.

THE PHILADELPHIA ANTI-POVERTY ACTION COMMISSION

Facilities, Jurisdictions and Types of Services

Programs under the jurisdiction of the federal Office of Economic Opportunity are administered in each city by its local Community Action Agency. In Philadelphia, this is the Philadelphia Anti-Poverty Action Commission, consisting of thirty-one members, twelve of whom are the elected area representatives of the twelve administrative districts in the city, and the rest of whom represent the city government and the major community organizations. The Commission's services are provided through other agencies to whose programs it contributes financial support --such as the Opportunities Industrialization Center --and also through its own administrative district offices. Only one of its districts, Area F, is entirely within the "North City." Other parts of the "North City" neighborhood lie in Areas C, D, E and G which also include areas outside its northern, eastern and southern boundaries. The offices' principal function is to assist underprivileged persons with information on available services and to refer them to various agencies that may be able to help. Such action is followed by re-interviews to evaluate the responses of individuals and agencies to such referrals.

Records and Types of Information

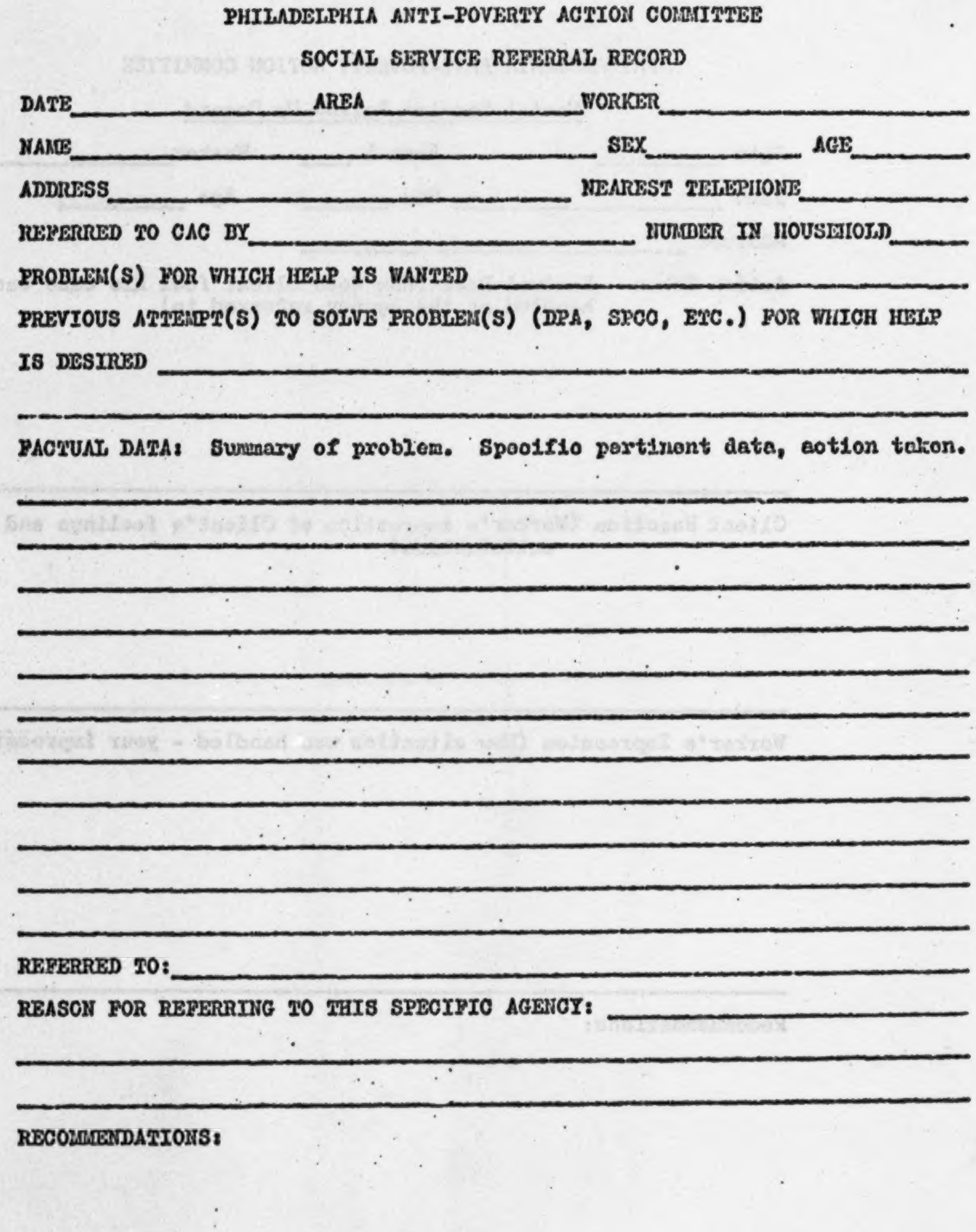
O#2A: Day Sheet. Of the three principal forms used in providing the services just described, this is the least important, since it cites only the name, address, date, time and suggested action for the client.

O#2B: Social Service Referral Record (Figure 23). The social worker records on this form the personal data and other necessary information on the client interviewed. Two copies are made, one for the social worker's files and one for the Commission's central office.

O#2D: Social Service Follow-Up Record (Figure 24). When evaluation is made of the results of a client's referral, this form is also prepared in duplicate, the disposition of copies being the same as for the O#2B.

Appraisal of Data in the Basic Records

Each of the district offices in the "North City" area deal with approximately 20,000 cases annually--a



PHILADELPHIA ANTI-POVERTY ACTION COMMITTEE

SOCIAL SERVICE REFERRAL RECORD

DATE____________ AREA____________ WORKER____________

NAME____________ SEX____________ AGE____________

ADDRESS____________ NEAREST TELEPHONE____________

REFERRED TO CAC BY____________ NUMBER IN HOUSEHOLD____________

PROBLEM(S) FOR WHICH HELP IS WANTED ____________

PREVIOUS ATTEMPT(S) TO SOLVE PROBLEM(S) (DPA, SPCO, ETC.) FOR WHICH HELP IS DESIRED ____________

FACTUAL DATA: Summary of problem. Specific pertinent data, action taken.

REFERRED TO:____________

REASON FOR REFERRING TO THIS SPECIFIC AGENCY: ____________

RECOMMENDATIONS:

1/4/68

Form O#2B

Figure 23. Philadelphia Anti-Poverty Action Commission Form O#2B: Social Service Referral Record.

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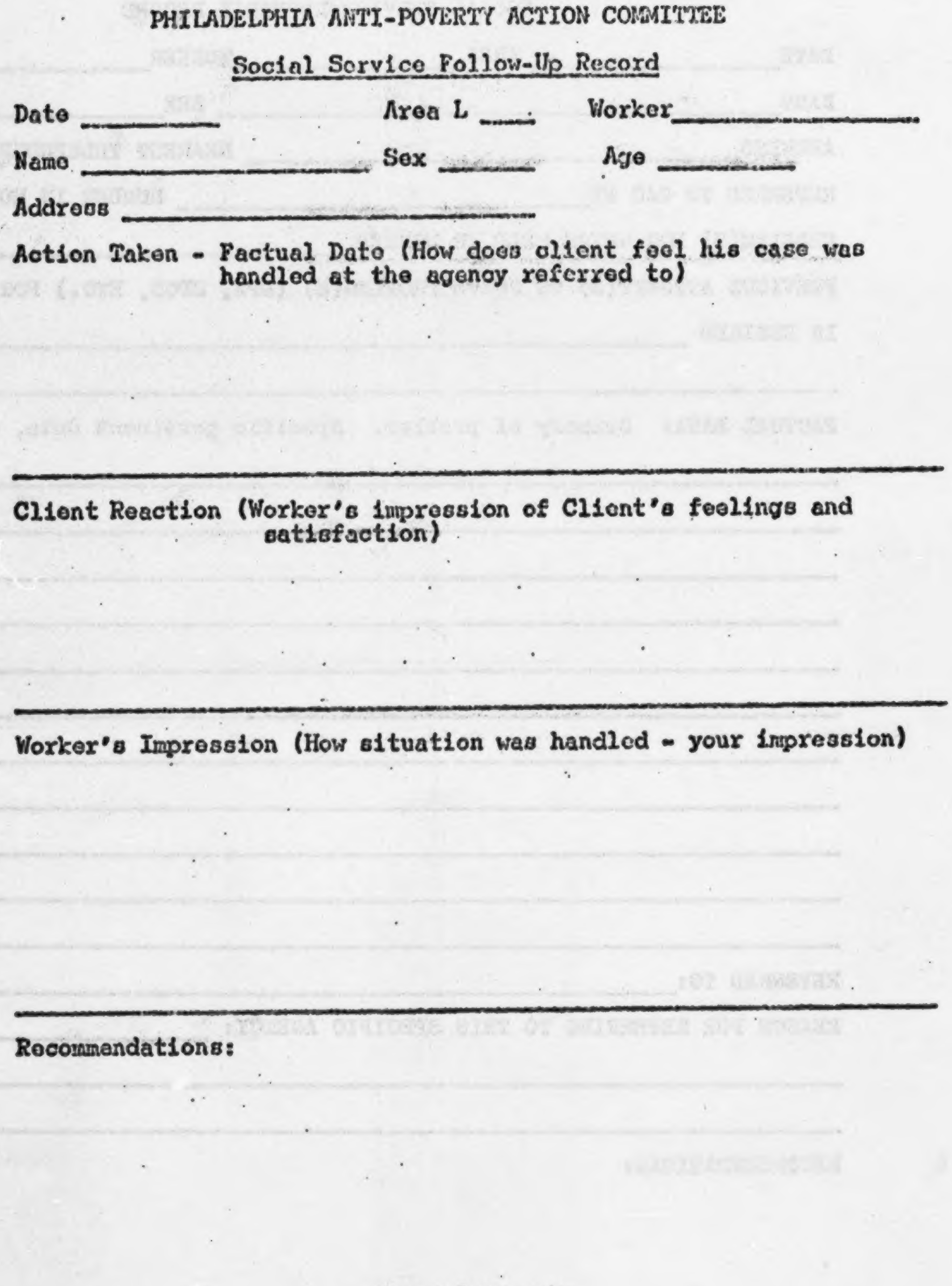


PHILADELPHIA ANTI-POVERTY ACTION COMMITTEE

Social Service Follow-Up Record

Date ________ Area L ____ Worker ______________

Name ________________ Sex ______ Age ______

Address ________________

Action Taken - Factual Data (How does client feel his case was handled at the agency referred to)

Client Reaction (Worker's impression of Client's feelings and satisfaction)

Worker's Impression (How situation was handled - your impression)

Recommendations:

Form O#2D

1/4/68

Figure 24. Philadelphia Anti-Poverty Action Commission Form O#2D: Social Service Follow-Up Record.

substantial number, even though many cases probably represent return visits by the same persons. While the items of information on each form are relatively few, and while the nature of much of the information is such as to preclude standard classifications and tabulations of the entries; nevertheless, the large number of personal contacts between individuals from the poverty-area population and members of local office staffs indicates a possibility for the organization of a statistical system for the Philadelphia Anti-Poverty Action Commission's activities that could be far more useful than the present one for the purpose of collecting significant manpower data. The realization of this potential is contingent, in part, upon whether the local agency would adopt the procedures currently prescribed by the Office of Economic Opportunity for its Community Action Agencies' reporting of management information.

OTHER WELFARE AND SOCIAL SERVICE AGENCIES

None of the other welfare and social service agencies serving the "North City" area has either a sufficiently significant quantity of records or a comprehensive enough statistical system to warrant detailed description here. Some, such as the Areawide Council of the Model Cities program, collect no quantifiable information at all on the individuals they serve; others, such as the several neighborhood settlement houses, appear to have only fragmentary records on their various activities--a situation entirely to be expected considering the limitations on their staffs and other resources.

One special purpose agency deserves mention: the Philadelphia-Camden Social Service Exchange which maintains a central file of basic identifying information on those individuals who benefit from the health, education and welfare services of its several hundred member agencies. These data are considered confidential, however, and, upon request, are provided only to member organizations in order to facilitate communication among those that may be providing services of varying kinds for the same persons or families. Although standard forms are used as part of a centralized and carefully organized information system notable as a means for inter-agency data sharing, the limited amount of available data on individuals and their confidentiality render the system hardly a potential source of comprehensive manpower information.

Plans are currently developing to establish multipurpose neighborhood service centers in the poverty areas, some of which, such as the Hartranft Community Corporation in the "North City" area, have already begun to function. By this means it is intended to centralize the activities of various types of manpower and other agencies for small neighborhoods within the poverty areas. Such centers may, in time, be able also to standardize record keeping and other statistical activities for their component agencies and may thus possibly become new sources of comprehensive data for small neighborhood populations. In this event, they might so offer an alternative solution to the problem of assembling small-area manpower information.

CHAPTER 5

HEALTH SERVICES AND VITAL STATISTICS

As in any large urban area, health services in the "North City" constitute an extremely complex set of activities reflecting both the diversity of the population's many needs and the highly specialized nature of the health care system that has been developed to meet them. More than a dozen major facilities, including hospitals and public and private clinics, are located within the "North City" area; and many more in other parts of the city serve large numbers of its residents. The area's physicians and other kinds of private practitioners are numbered in the hundreds. And the data-collecting and record-keeping activities concomitant to the provision of health services are equally complex and decentralized. It would appear that only the public agencies--and, possibly, certain of the private activities which are publicly financed--may eventually be potential data sources; but even then the information will be limited to particular segments of the population with particular types of health problems. The public agency with the largest "North City" clientele is the Philadelphia Department of Public Health, which includes among its responsibilities the administration of the Philadelphia General Hospital, whose admissions number above twenty thousand a year, and the Medical Examiner's Office, which annually investigates several thousand deaths. Its major programs, however, are those of the Community Health Services.

THE COMMUNITY HEALTH SERVICES OF THE PHILADELPHIA DEPARTMENT OF PUBLIC HEALTH

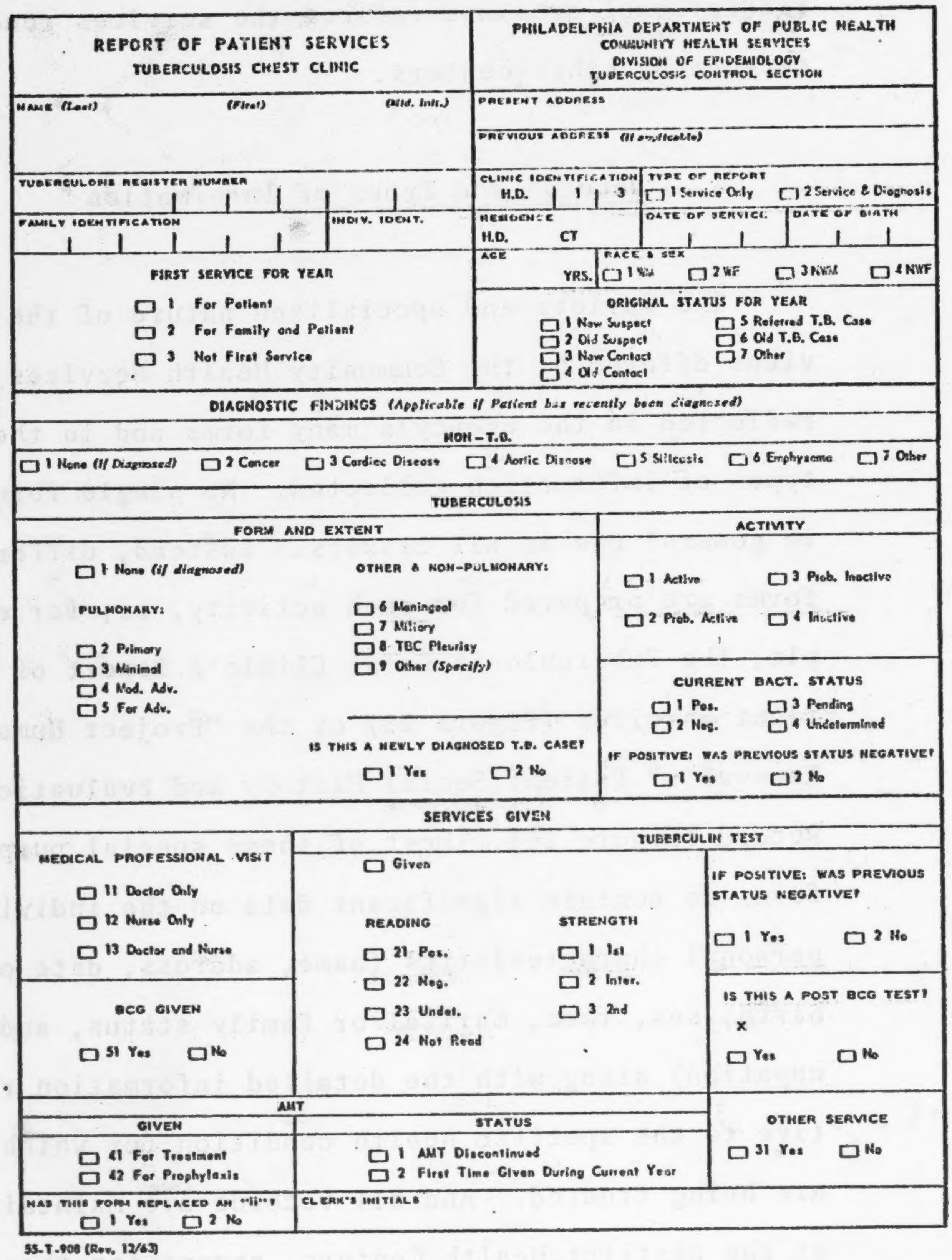
Facilities, Jurisdictions and Types of Services

The Community Health Services' programs are offered through its own clinics, through other organizations and private practitioners with whom it collaborates and, in some instance, through visits to individual residences; and they provide medical, dental and mental health care, immunizations, nursing and laboratory services, communicable disease control and other specialized types of services to several hundred thousand members of the city's population every year.

These diverse programs are administered through ten health districts, two of which, Districts 5 and 6, include the entire "North City" as defined for the present project. (District 5 lies entirely within the "North City;" District 6 includes part of the "North City" and also five census tracts that lie beyond its eastern boundary.) Nine of the districts, including these two, have Health Centers that house a variety of clinics and other facilities; but the individual centers do not offer all types of services and must, therefore, refer one district's residents to another's facilities for certain services. For example, the Health Centers of Districts 5 and 6 both include child health, X-ray, prenatal, cytology, dental and tuberculosis clinics and clinics for "Project Human Renewal;" and, in addition, the District 5 venereal disease clinic and the District 6 parasitosis clinic both serve the entire city. Hence, a District Health Center's records will neither pertain exclusively to residents of its particular jurisdictional area nor reflect the services rendered to them by other centers.

Records and Types of Information

The variety and specialized nature of the services offered by the Community Health Services are reflected in the agency's many forms and in the types of information collected. No single form is in general use in all clinics. Instead, different forms are prepared for each activity, as, for example, the Tuberculosis Chest Clinic's Report of Patient Services (Figure 25) or the "Project Human Renewal's" Patient Social History and Evaluation Record (Figure 26). Most of these special purpose forms do contain significant data on the individuals' personal characteristics (name, address, date of birth, sex, race, marital or family status, and occupation) along with the detailed information relative to the specific health condition for which they are being treated. And all records are maintained at the District Health Centers, except for those kept in schools for dental clinic cases. No tabu-



REPORT OF PATIENT SERVICES
TUBERCULOSIS CHEST CLINIC

PHILADELPHIA DEPARTMENT OF PUBLIC HEALTH
COMMUNITY HEALTH SERVICES
DIVISION OF EPIDEMIOLOGY
TUBERCULOSIS CONTROL SECTION

NAME *(Last)* *(First)* *(Mid. Init.)*

PRESENT ADDRESS

PREVIOUS ADDRESS *(If applicable)*

TUBERCULOSIS REGISTER NUMBER

CLINIC IDENTIFICATION H.D. 1 3

TYPE OF REPORT ☐ 1 Service Only ☐ 2 Service & Diagnosis

FAMILY IDENTIFICATION

INDIV. IDENT.

RESIDENCE H.D. CT

DATE OF SERVICE

DATE OF BIRTH

AGE YRS.

RACE & SEX ☐ 1 WM ☐ 2 WF ☐ 3 NWM ☐ 4 NWF

FIRST SERVICE FOR YEAR

☐ 1 For Patient
☐ 2 For Family and Patient
☐ 3 Not First Service

ORIGINAL STATUS FOR YEAR

☐ 1 New Suspect
☐ 2 Old Suspect
☐ 3 New Contact
☐ 4 Old Contact
☐ 5 Referred T.B. Case
☐ 6 Old T.B. Case
☐ 7 Other

DIAGNOSTIC FINDINGS *(Applicable if Patient has recently been diagnosed)*

NON – T.B.

☐ 1 None *(If Diagnosed)* ☐ 2 Cancer ☐ 3 Cardiac Disease ☐ 4 Aortic Disease ☐ 5 Silicosis ☐ 6 Emphysema ☐ 7 Other

TUBERCULOSIS

FORM AND EXTENT

☐ 1 None *(if diagnosed)*

PULMONARY:

☐ 2 Primary
☐ 3 Minimal
☐ 4 Mod. Adv.
☐ 5 Far Adv.

OTHER & NON-PULMONARY:

☐ 6 Meningeal
☐ 7 Miliary
☐ 8 TBC Pleurisy
☐ 9 Other *(Specify)*

IS THIS A NEWLY DIAGNOSED T.B. CASE?

☐ 1 Yes ☐ 2 No

ACTIVITY

☐ 1 Active ☐ 3 Prob. Inactive
☐ 2 Prob. Active ☐ 4 Inactive

CURRENT BACT. STATUS

☐ 1 Pos. ☐ 3 Pending
☐ 2 Neg. ☐ 4 Undetermined

IF POSITIVE: WAS PREVIOUS STATUS NEGATIVE?

☐ 1 Yes ☐ 2 No

SERVICES GIVEN

MEDICAL PROFESSIONAL VISIT

☐ 11 Doctor Only
☐ 12 Nurse Only
☐ 13 Doctor and Nurse

BCG GIVEN

☐ 51 Yes ☐ No

TUBERCULIN TEST

☐ Given

READING

☐ 21 Pos.
☐ 22 Neg.
☐ 23 Undet.
☐ 24 Not Read

STRENGTH

☐ 1 1st
☐ 2 Inter.
☐ 3 2nd

IF POSITIVE: WAS PREVIOUS STATUS NEGATIVE?

☐ 1 Yes ☐ 2 No

IS THIS A POST BCG TEST?

X

☐ Yes ☐ No

AMT

GIVEN

☐ 41 For Treatment
☐ 42 For Prophylaxis

STATUS

☐ 1 AMT Discontinued
☐ 2 First Time Given During Current Year

OTHER SERVICE

☐ 31 Yes ☐ No

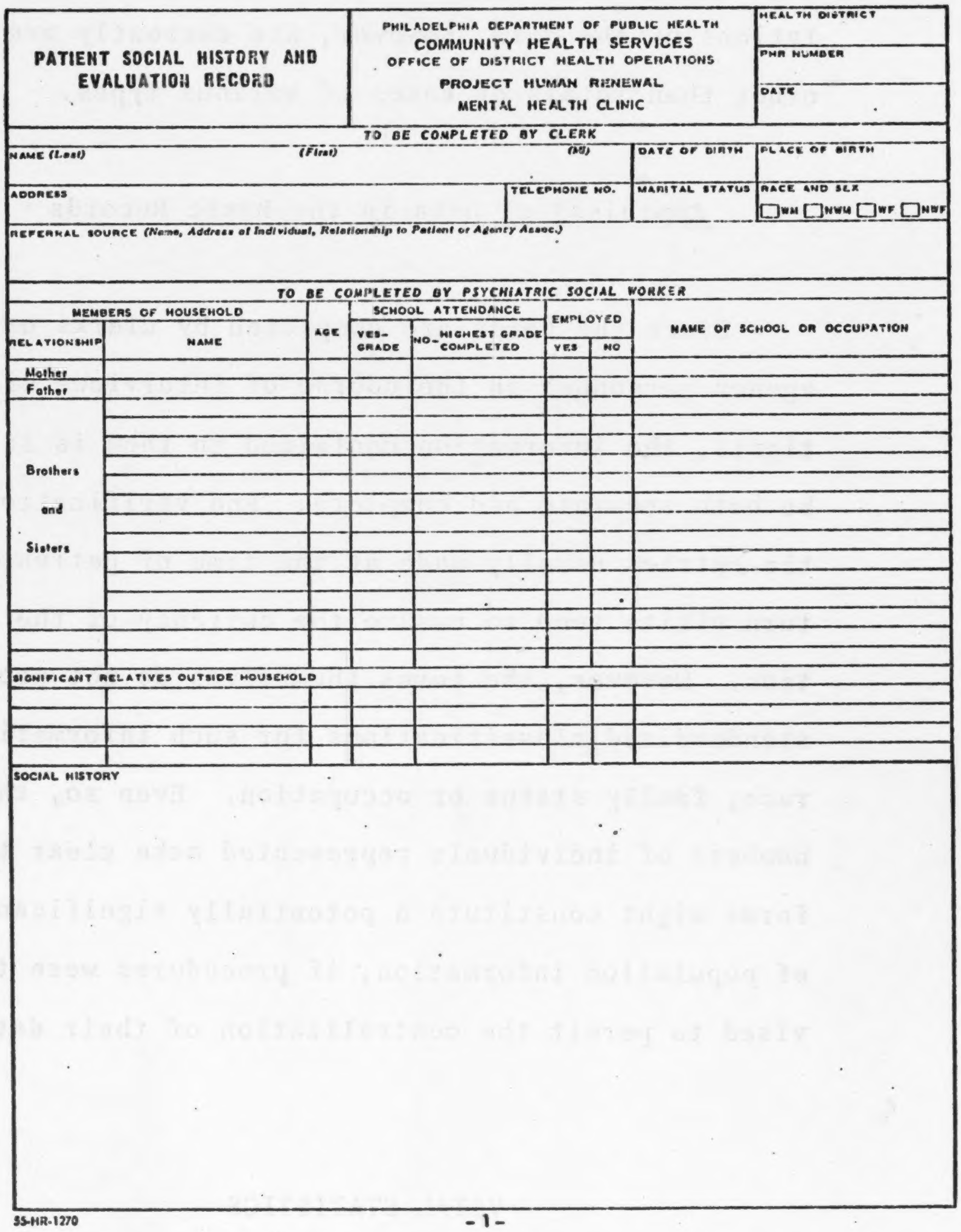
HAS THIS FORM REPLACED AN "[illegible]"?

☐ 1 Yes ☐ 2 No

CLERK'S INITIALS

55-T-908 (Rev. 12/63)

Figure 25. Philadelphia Department of Public Health, Form 55-T-908: Record of Patient Services, Tuberculosis Chest Clinic.



PATIENT SOCIAL HISTORY AND EVALUATION RECORD

PHILADELPHIA DEPARTMENT OF PUBLIC HEALTH
COMMUNITY HEALTH SERVICES
OFFICE OF DISTRICT HEALTH OPERATIONS
PROJECT HUMAN RENEWAL
MENTAL HEALTH CLINIC

HEALTH DISTRICT
PHR NUMBER
DATE

TO BE COMPLETED BY CLERK

NAME *(Last)* *(First)* *(M)*
DATE OF BIRTH
PLACE OF BIRTH
ADDRESS
TELEPHONE NO.
MARITAL STATUS
RACE AND SEX ☐ WM ☐ NWM ☐ WF ☐ NWF
REFERRAL SOURCE *(Name, Address of Individual, Relationship to Patient or Agency Assoc.)*

TO BE COMPLETED BY PSYCHIATRIC SOCIAL WORKER

MEMBERS OF HOUSEHOLD		AGE	SCHOOL ATTENDANCE		EMPLOYED		NAME OF SCHOOL OR OCCUPATION
RELATIONSHIP	NAME		YES-GRADE	NO-HIGHEST GRADE COMPLETED	YES	NO	
Mother							
Father							
Brothers and Sisters							
SIGNIFICANT RELATIVES OUTSIDE HOUSEHOLD							

SOCIAL HISTORY

55-HR-1270

- 1 -

Figure 26. Philadelphia Department of Public Health, Form 55-HR-1270: Patient Social History and Evaluation Record, Project Human Renewal.

lations of the data, however, are currently available other than totals of cases of various types.

Appraisal of Data in the Basic Records

Since the forms are completed by clerks or other agency personnel in the course of interviews with patients, the information contained in them is likely to be both accurate and complete. And verifications of the entries usually made at the time of patients' return visits tend to ensure the currency of the information. However, the forms themselves do not provide standardized classifications for such information as race, family status or occupation. Even so, the large numbers of individuals represented make clear that these forms might constitute a potentially significant source of population information, if procedures were to be devised to permit the centralization of their data.

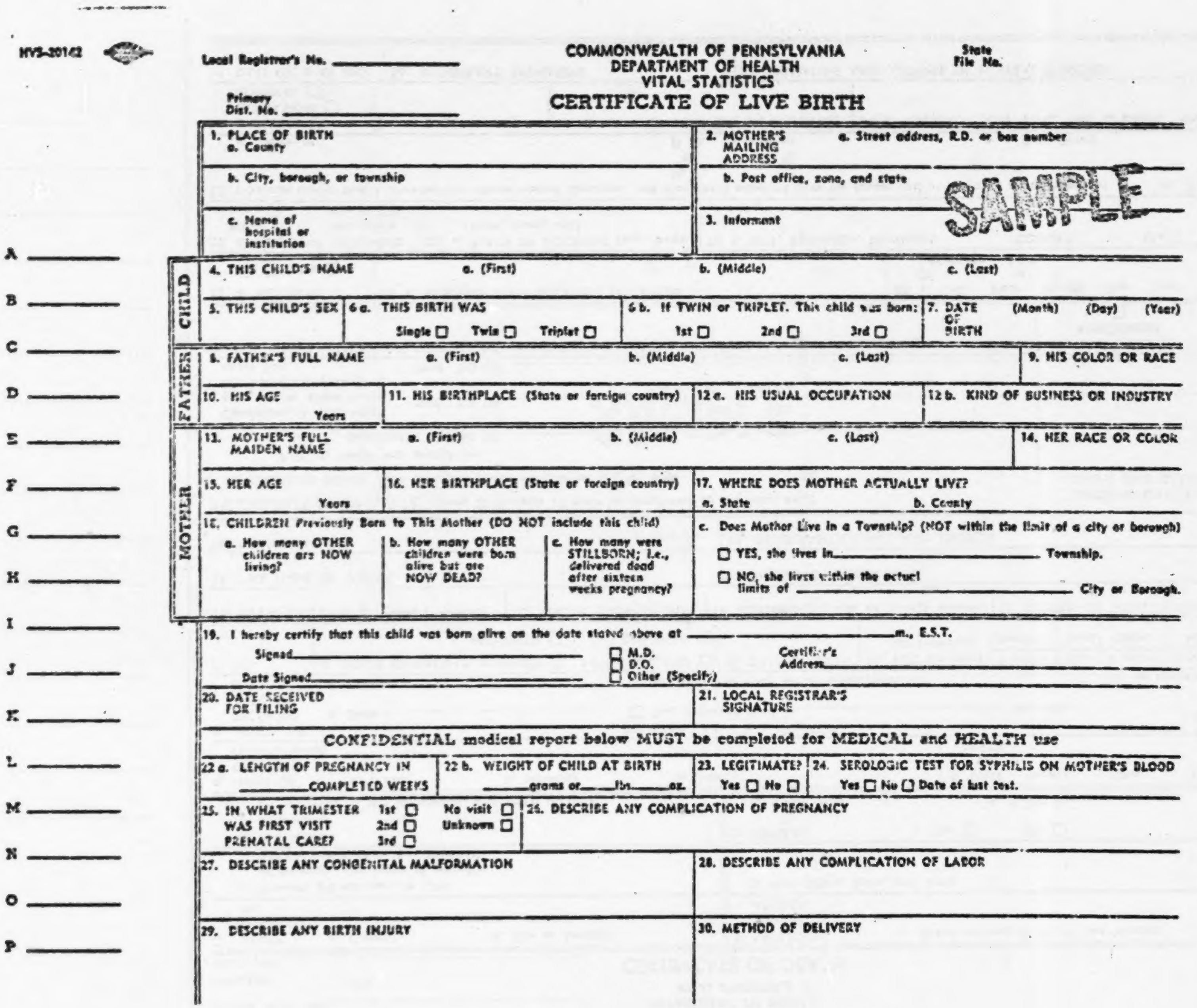
VITAL STATISTICS

Vital statistics are data on births and deaths which are, in Pennsylvania, the responsibility of the

State's Department of Health. Certificates of deaths and of live births occurring in Philadelphia are officially numbered and sealed in the Department's local office of Vital Statistics; and two additional copies of each certificate are prepared. The original certificate is filed by the Department in Harrisburg; one copy is maintained in the local office in Philadelphia; and the other copy is transmitted to the Division of Statistics and Research of the Philadelphia Department of Health, Community Health Services. This last agency translates much of the data from the certificate into punch card records which, in turn, provide the basis for the yearly tabulations of vital statistics which appear in its Philadelphia Annual Statistical Report. This document provides such data as resident live births in 1966 for Health Districts 5 and 6 of 4,127 and 3,012, respectively; resident deaths for the same year and districts of 2,256 and 1,881, respectively; and a large variety of other area statistics, including such unfortunate indicators as the non-white infant death rates for both districts of 41.2 deaths per 1,000 live births --rates more than twice the city's overall white infant mortality rate.

Both the Certificate of Live Birth (Figure 27) and the Certificate of Death (Figure 28) contain economic and social information beyond that essential for the identification of a person born or deceased. Since most of the data on individuals concerned (and also on mothers, in the case of births) are recorded on the punch cards already mentioned, along with the census tract number for residence; tabulations are therefore possible for any areas which are aggregations of census tracts. But, until now, only totals for the city and the Health Districts are regularly published; and these are limited to the relatively few classifications by sex, race and cause or category of deaths appearing in the Philadelphia Annual Statistical Reports.

It should also be noted that not all of the births and deaths that occur and are reported in Philadelphia are those of Philadelphians. Moreover, in tabulations of data by residence, allowances must be made for births to Philadelphian parents and deaths of Philadelphians that are recorded elsewhere. Actually, no serious problems arise in this connection, because the forms clearly provide for the identification of an individual's area of residence; and



HVS-20142

Local Registrar's No. ____________

Primary Dist. No. ____________

COMMONWEALTH OF PENNSYLVANIA
DEPARTMENT OF HEALTH
VITAL STATISTICS

State File No.

CERTIFICATE OF LIVE BIRTH

SAMPLE

1. PLACE OF BIRTH a. County
b. City, borough, or township
c. Name of hospital or institution

2. MOTHER'S MAILING ADDRESS a. Street address, R.D. or box number
b. Post office, zone, and state

3. Informant

CHILD

4. THIS CHILD'S NAME a. (First) b. (Middle) c. (Last)

5. THIS CHILD'S SEX

6a. THIS BIRTH WAS Single ☐ Twin ☐ Triplet ☐

6b. If TWIN or TRIPLET. This child was born: 1st ☐ 2nd ☐ 3rd ☐

7. DATE OF BIRTH (Month) (Day) (Year)

FATHER

8. FATHER'S FULL NAME a. (First) b. (Middle) c. (Last)

9. HIS COLOR OR RACE

10. HIS AGE Years

11. HIS BIRTHPLACE (State or foreign country)

12a. HIS USUAL OCCUPATION

12b. KIND OF BUSINESS OR INDUSTRY

MOTHER

13. MOTHER'S FULL MAIDEN NAME a. (First) b. (Middle) c. (Last)

14. HER RACE OR COLOR

15. HER AGE Years

16. HER BIRTHPLACE (State or foreign country)

17. WHERE DOES MOTHER ACTUALLY LIVE? a. State b. County

18. CHILDREN *Previously* Born to This Mother (DO NOT include this child)
a. How many OTHER children are NOW living?
b. How many OTHER children were born alive but are NOW DEAD?
c. How many were STILLBORN; i.e., delivered dead after sixteen weeks pregnancy?

c. Does Mother Live in a Township? (NOT within the limit of a city or borough)
☐ YES, she lives in ____________ Township.
☐ NO, she lives within the actual limits of ____________ City or Borough.

19. I hereby certify that this child was born alive on the date stated above at ____________m., E.S.T.
Signed ____________ ☐ M.D. ☐ D.O. ☐ Other (Specify)
Date Signed ____________
Certifier's Address ____________

20. DATE RECEIVED FOR FILING

21. LOCAL REGISTRAR'S SIGNATURE

CONFIDENTIAL medical report below MUST be completed for MEDICAL and HEALTH use

22a. LENGTH OF PREGNANCY IN ________COMPLETED WEEKS

22b. WEIGHT OF CHILD AT BIRTH ________grams or____lbs.____oz.

23. LEGITIMATE? Yes ☐ No ☐

24. SEROLOGIC TEST FOR SYPHILIS ON MOTHER'S BLOOD Yes ☐ No ☐ Date of last test.

25. IN WHAT TRIMESTER WAS FIRST VISIT PRENATAL CARE? 1st ☐ 2nd ☐ 3rd ☐ No visit ☐ Unknown ☐

26. DESCRIBE ANY COMPLICATION OF PREGNANCY

27. DESCRIBE ANY CONGENITAL MALFORMATION

28. DESCRIBE ANY COMPLICATION OF LABOR

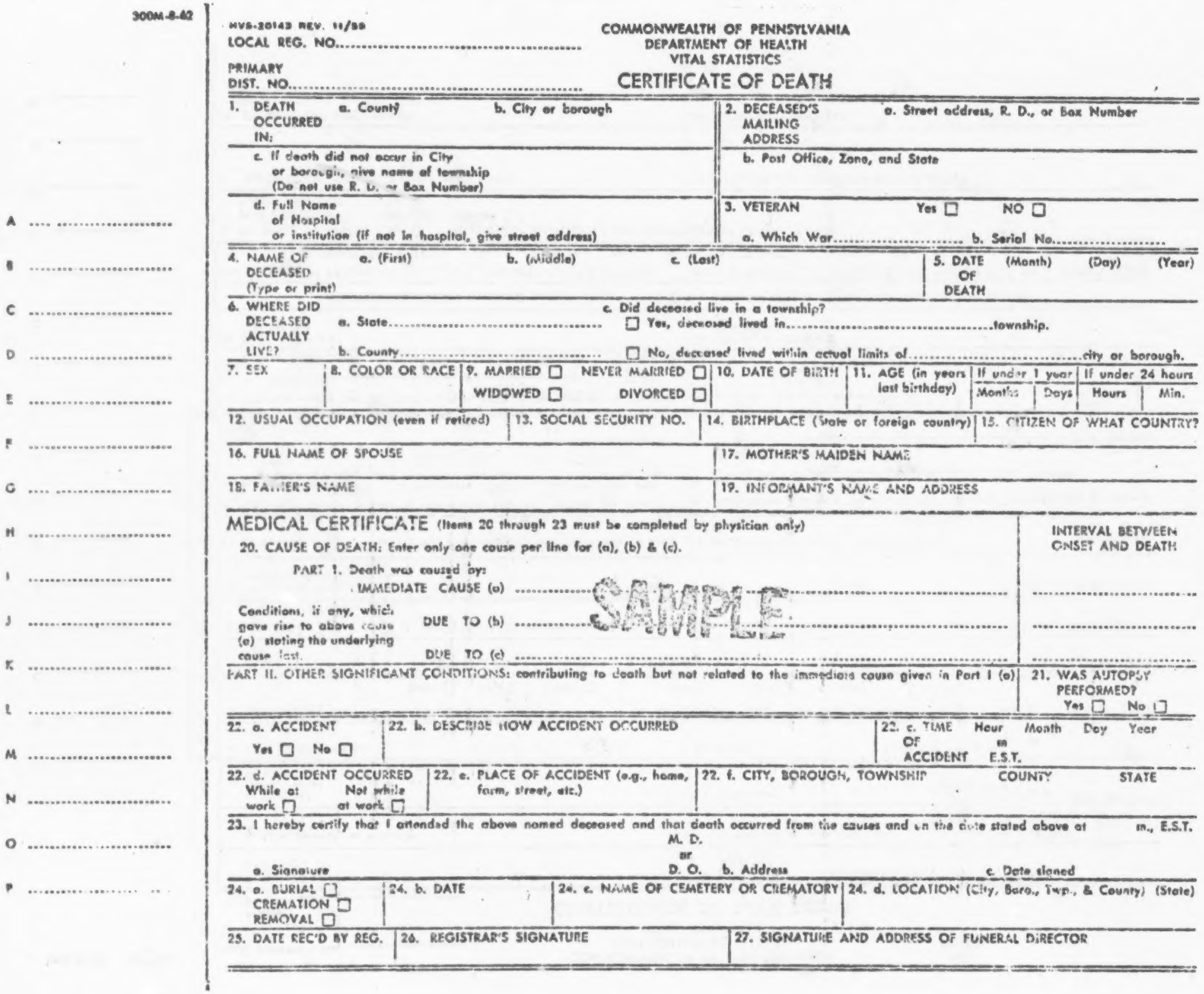
29. DESCRIBE ANY BIRTH INJURY

30. METHOD OF DELIVERY

A ____________
B ____________
C ____________
D ____________
E ____________
F ____________
G ____________
H ____________
I ____________
J ____________
K ____________
L ____________
M ____________
N ____________
O ____________
P ____________

Figure 27. Pennsylvania Department of Health Form HVS-20142: Certificate of Live Birth.

POOR ORIGINAL COPY - BEST AVAILABLE AT TIME FILMED



300M-8-62

A ....

B ....

C ....

D ....

E ....

F ....

G ....

H ....

I ....

J ....

K ....

L ....

M ....

N ....

O ....

P ....

HVS-20143 REV. 11/59
LOCAL REG. NO...
PRIMARY
DIST. NO...

COMMONWEALTH OF PENNSYLVANIA
DEPARTMENT OF HEALTH
VITAL STATISTICS
CERTIFICATE OF DEATH

1. DEATH OCCURRED IN: a. County b. City or borough

c. If death did not occur in City or borough, give name of township (Do not use R. D. or Box Number)

d. Full Name of Hospital or institution (if not in hospital, give street address)

2. DECEASED'S MAILING ADDRESS a. Street address, R. D., or Box Number

b. Post Office, Zone, and State

3. VETERAN Yes ☐ NO ☐

a. Which War........................ b. Serial No......................

4. NAME OF DECEASED (Type or print) a. (First) b. (Middle) c. (Last)

5. DATE OF DEATH (Month) (Day) (Year)

6. WHERE DID DECEASED ACTUALLY LIVE? a. State.......................................

b. County.......................................

c. Did deceased live in a township?

☐ Yes, deceased lived in..township.

☐ No, deceased lived within actual limits of..................................city or borough.

7. SEX

8. COLOR OR RACE

9. MARRIED ☐ NEVER MARRIED ☐ WIDOWED ☐ DIVORCED ☐

10. DATE OF BIRTH

11. AGE (in years last birthday)

If under 1 year: Months | Days

If under 24 hours: Hours | Min.

12. USUAL OCCUPATION (even if retired)

13. SOCIAL SECURITY NO.

14. BIRTHPLACE (State or foreign country)

15. CITIZEN OF WHAT COUNTRY?

16. FULL NAME OF SPOUSE

17. MOTHER'S MAIDEN NAME

18. FATHER'S NAME

19. INFORMANT'S NAME AND ADDRESS

MEDICAL CERTIFICATE (Items 20 through 23 must be completed by physician only)

20. CAUSE OF DEATH: Enter only one cause per line for (a), (b) & (c).

PART 1. Death was caused by:

IMMEDIATE CAUSE (a) ....

Conditions, if any, which gave rise to above cause (a) stating the underlying cause last.

DUE TO (b) ....

DUE TO (c) ....

INTERVAL BETWEEN ONSET AND DEATH

SAMPLE

PART II. OTHER SIGNIFICANT CONDITIONS: contributing to death but not related to the immediate cause given in Part I (a)

21. WAS AUTOPSY PERFORMED? Yes ☐ No ☐

22. a. ACCIDENT Yes ☐ No ☐

22. b. DESCRIBE HOW ACCIDENT OCCURRED

22. c. TIME OF ACCIDENT Hour m E.S.T. Month Day Year

22. d. ACCIDENT OCCURRED While at work ☐ Not while at work ☐

22. e. PLACE OF ACCIDENT (e.g., home, farm, street, etc.)

22. f. CITY, BOROUGH, TOWNSHIP COUNTY STATE

23. I hereby certify that I attended the above named deceased and that death occurred from the causes and on the date stated above at m., E.S.T.

a. Signature M. D. or D. O. b. Address c. Date signed

24. a. BURIAL ☐ CREMATION ☐ REMOVAL ☐

24. b. DATE

24. c. NAME OF CEMETERY OR CREMATORY

24. d. LOCATION (City, Boro., Twp., & County) (State)

25. DATE REC'D BY REG.

26. REGISTRAR'S SIGNATURE

27. SIGNATURE AND ADDRESS OF FUNERAL DIRECTOR

Figure 28. Pennsylvania Department of Health Form HVS-20143: Certificate of Death.

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the Department of Public Health is able to adjust its totals to eliminate nonresidents and to allow for out-of-city births and deaths.

If tabulations of such data as occupations of parents or of deceased persons were to be attempted, difficulties would be certain to arise in the establishment of uniform classifications because of the limited entries for such information on the forms. Birth certificate data on a child's father may, indeed, suffer from the further limitation of uncertainty of his address, since, unlike that of the mother, it is not separately recorded.

CURRENT POPULATION ESTIMATES

The birth and death data by area of residence are essential ingredients, along with data from the school and the decennial censuses, in the preparation of annual estimates of the current population of the city and of its Health Districts. These estimates, as constructed by the Division of Statistics and Research of the Philadelphia Department of Public Health, also appear in the _Philadelphia_

Annual Statistical Reports by age group, sex and race for the city, and by race alone for the Health Districts; and they are generally regarded as the official estimates of the current population of the city.

CHAPTER 6

LAW ENFORCEMENT AND CORRECTIONAL SERVICES

The records that are produced by the law enforcement and correctional activities of Philadelphia's police, judicial, probation and prison systems are of interest to the present research in two major respects: first, they indicate the effects of crime and other types of offenses on the economic life of the community, and especially on the employment or employability of the persons involved; and second, they provide data on the individual characteristics of a group most likely to be missed in the enumerations of population censuses and sample surveys. In a city as large as Philadelphia these records are not insubstantial; more than 100,000 persons are arrested each year, and approximately the same number appear in the city's courts as litigants in non-criminal cases. Such records are, of course, confidential ones. But, given the development of procedures for safeguarding their confidentiality and for extracting from them and centralizing those data whose release would be permissible, they would, indeed, constitute a significant source of population information.

THE PHILADELPHIA POLICE DEPARTMENT

Facilities and Jurisdictions

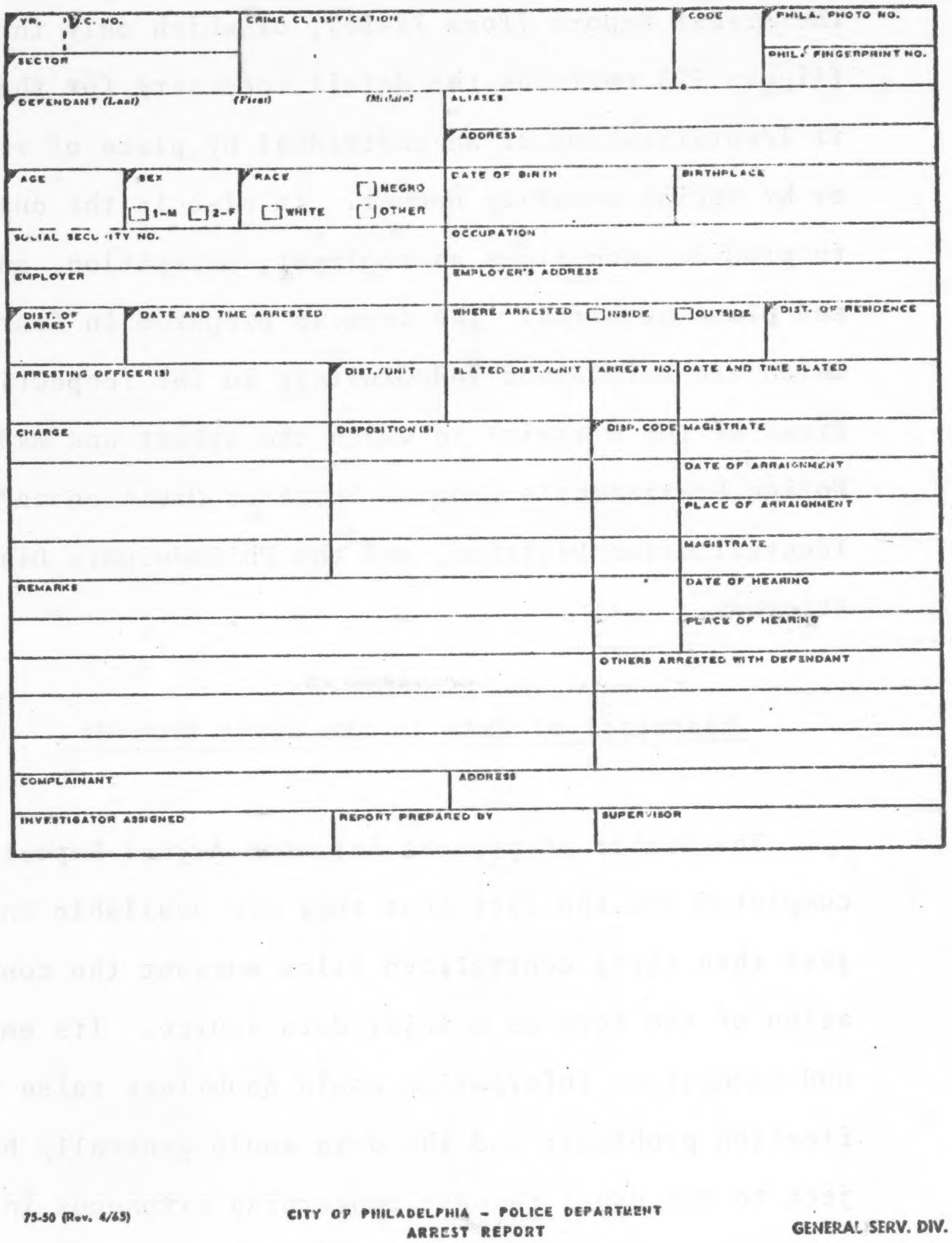
The seven geographical divisions into which the police activities of Philadelphia are organized are further subdivided into districts and patrol car sectors. The "North City" may therefore be described as containing either all or parts of five police districts or the entire North Central Division and parts of the East and Central Divisions. Once again it is observed that administrative boundaries are drawn for functional reasons and not for reasons of economic neighborhood definition.

Records and Types of Information

The basic forms are the Complaint or Incident Report (form 75-48), the Investigation Report (form 75-49) and the Arrest Report (form 75-50), of which only the last (figure 29) contains the detail necessary for the explicit identification of an individual by place of residence or by social security number. It also is the only form to provide such items as employer, occupation, and date and place of birth. The form is prepared in four copies which are maintained indefinitely in the respective offices of the district in which the arrest was made, the Police Department's General Services Division and its Identification Division, and the Philadelphia District Attorney.

Appraisal of Data in the Basic Records

The number of persons for whom Arrest Reports are completed and the fact that they are available in no less than three centralized files warrant the consideration of the form as a major data source. Its employer and occupation information would doubtless raise classification problems; and the data would generally be subject to the usual caveats concerning erroneous information (including fictitious names and addresses in some cases), obsolescence (there being little, if any, need for information on changes of status), and double count-



YR. | C.C. NO.
SECTOR
CRIME CLASSIFICATION
CODE
PHILA. PHOTO NO.
PHIL. FINGERPRINT NO.
DEFENDANT (Last) (First) (Middle)
ALIASES
ADDRESS
AGE
SEX ☐ 1-M ☐ 2-F
RACE ☐ NEGRO ☐ WHITE ☐ OTHER
DATE OF BIRTH
BIRTHPLACE
SOCIAL SECURITY NO.
OCCUPATION
EMPLOYER
EMPLOYER'S ADDRESS
DIST. OF ARREST
DATE AND TIME ARRESTED
WHERE ARRESTED ☐ INSIDE ☐ OUTSIDE
DIST. OF RESIDENCE
ARRESTING OFFICER(S)
DIST./UNIT
SLATED DIST./UNIT
ARREST NO.
DATE AND TIME SLATED
CHARGE
DISPOSITION(S)
DISP. CODE
MAGISTRATE
DATE OF ARRAIGNMENT
PLACE OF ARRAIGNMENT
MAGISTRATE
DATE OF HEARING
PLACE OF HEARING
REMARKS
OTHERS ARRESTED WITH DEFENDANT
COMPLAINANT
ADDRESS
INVESTIGATOR ASSIGNED
REPORT PREPARED BY
SUPERVISOR

75-50 (Rev. 4/65)

CITY OF PHILADELPHIA – POLICE DEPARTMENT
ARREST REPORT

GENERAL SERV. DIV.

Figure 29. Philadelphia Police Department Form 75-50: Arrest Report.

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ing (when different offenses are committed by the same person). Nevertheless, arrest data would be a source of valid information on many persons who would not be represented in the files of any other agencies.

THE PHILADELPHIA COURTS

Facilities, Jurisdictions and Types of Services

Philadelphia's exceedingly complex courts system currently consists of twenty-eight Magistrate's Courts for minor offenses, ten Courts of Common Pleas for major civil cases, an Orphans' Court for cases of equity and estates, Courts of Quarter Sessions and Oyer and Terminer and General Jail Delivery for major criminal cases, and the County Court with its several principal divisions for juveniles, domestic relations, special types of "misdemeanants," and minor civil and criminal cases. Jurisdictions are therefore by classification of case rather than by geographic area--a situation that does not promise to change with the partial reorganization of the system as scheduled for January 1, 1969, when the Common Pleas, County and Orphans' Courts will merge into a consolidated Common Pleas Court of Philadelphia with fifty-six judges. This new court will consist of a Trial Division, an Orphans' Court Division and a Family Court Division, which last will have jurisdiction over divorce and custody cases and juvenile problems. While the impact of the reorganization on record keeping functions is as yet indeterminate, it does not seem likely that it will diminish the quantity or quality of information required. It has seemed valid, therefore, to investigate the records of the system as it now stands.

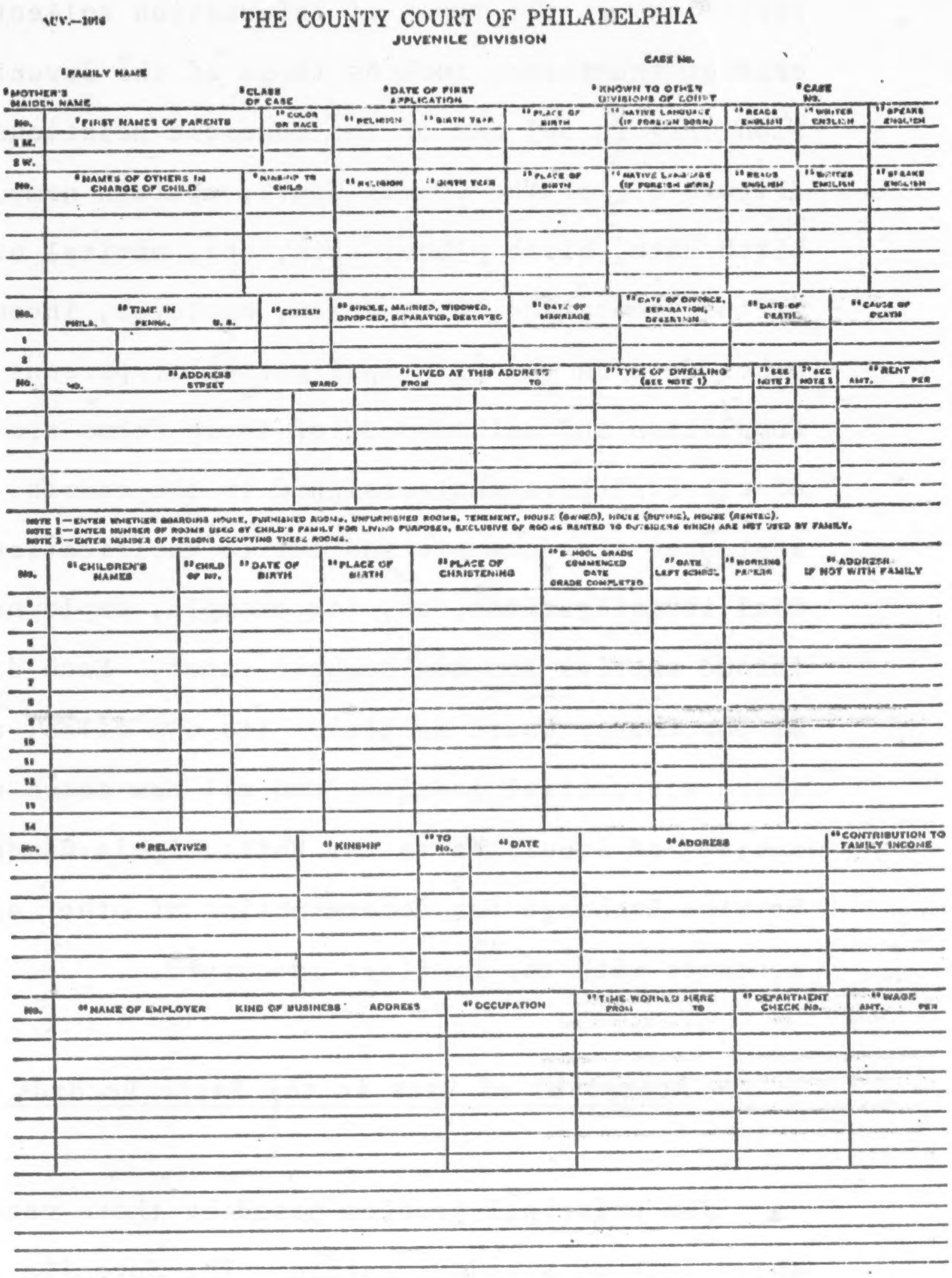
Of the various present courts, the County Court is of principal interest because of its large volume of cases and its detailed and standardized records. Its Juvenile Division accounts for more than one third of its total case load and its Domestic Relations Division for nearly another third. In addition, its single Probation Department serves all its divisions and performs certain pretrial investigations as well as supervision of those juveniles or adults who are placed on probation or parole.

Records and Types of Information

Each of the courts, and each of their various divisions, has its own forms. As a result, there are major variations in the types of information collected. Several of the forms, such as those of the Juvenile Division (Figure 30) and of the Domestic Relations Division (Figure 31) of the County Court, contain name, address, birth date, birth place, race, sex, marital or family status, education, occupation, employer, income and other data on the principal person or persons involved. Completion and maintenance of these forms are functions of clerical personnel assigned to the courts. In some instances the data are subject to verification by special investigations, as, for example, employment and income entries for non-support cases. Each division of the County Court maintains its own files, although there are central indexes, and all new cases are the subject of inquiries to the Philadelphia-Camden Social Service Exchange for determination of other agencies' contacts with the families concerned.

Appraisal of Data in the Basic Records

The principal problem posed by these records is their lack of standardization. The Juvenile and Domestic Relations Divisions of the County Court are the most important potential sources of data; but even



NCV.—1016

THE COUNTY COURT OF PHILADELPHIA
JUVENILE DIVISION

CASE No.

FAMILY NAME

MOTHER'S MAIDEN NAME | CLASS OF CASE | DATE OF FIRST APPLICATION | KNOWN TO OTHER DIVISIONS OF COURT | CASE No.

No.	FIRST NAMES OF PARENTS	COLOR OR RACE	RELIGION	BIRTH YEAR	PLACE OF BIRTH	NATIVE LANGUAGE (IF FOREIGN BORN)	READS ENGLISH	WRITES ENGLISH	SPEAKS ENGLISH
1 M.									
2 W.									
No.	NAMES OF OTHERS IN CHARGE OF CHILD	KINSHIP TO CHILD	RELIGION	BIRTH YEAR	PLACE OF BIRTH	NATIVE LANGUAGE (IF FOREIGN BORN)	READS ENGLISH	WRITES ENGLISH	SPEAKS ENGLISH

No.	TIME IN PHILA.	PENNA.	U. S.	CITIZEN	SINGLE, MARRIED, WIDOWED, DIVORCED, SEPARATED, DESERTED	DATE OF MARRIAGE	DATE OF DIVORCE, SEPARATION, DESERTION	DATE OF DEATH	CAUSE OF DEATH
1									
2									

No.	ADDRESS NO.	STREET	WARD	LIVED AT THIS ADDRESS FROM	TO	TYPE OF DWELLING (SEE NOTE 1)	SEE NOTE 2	SEE NOTE 3	RENT AMT.	PER

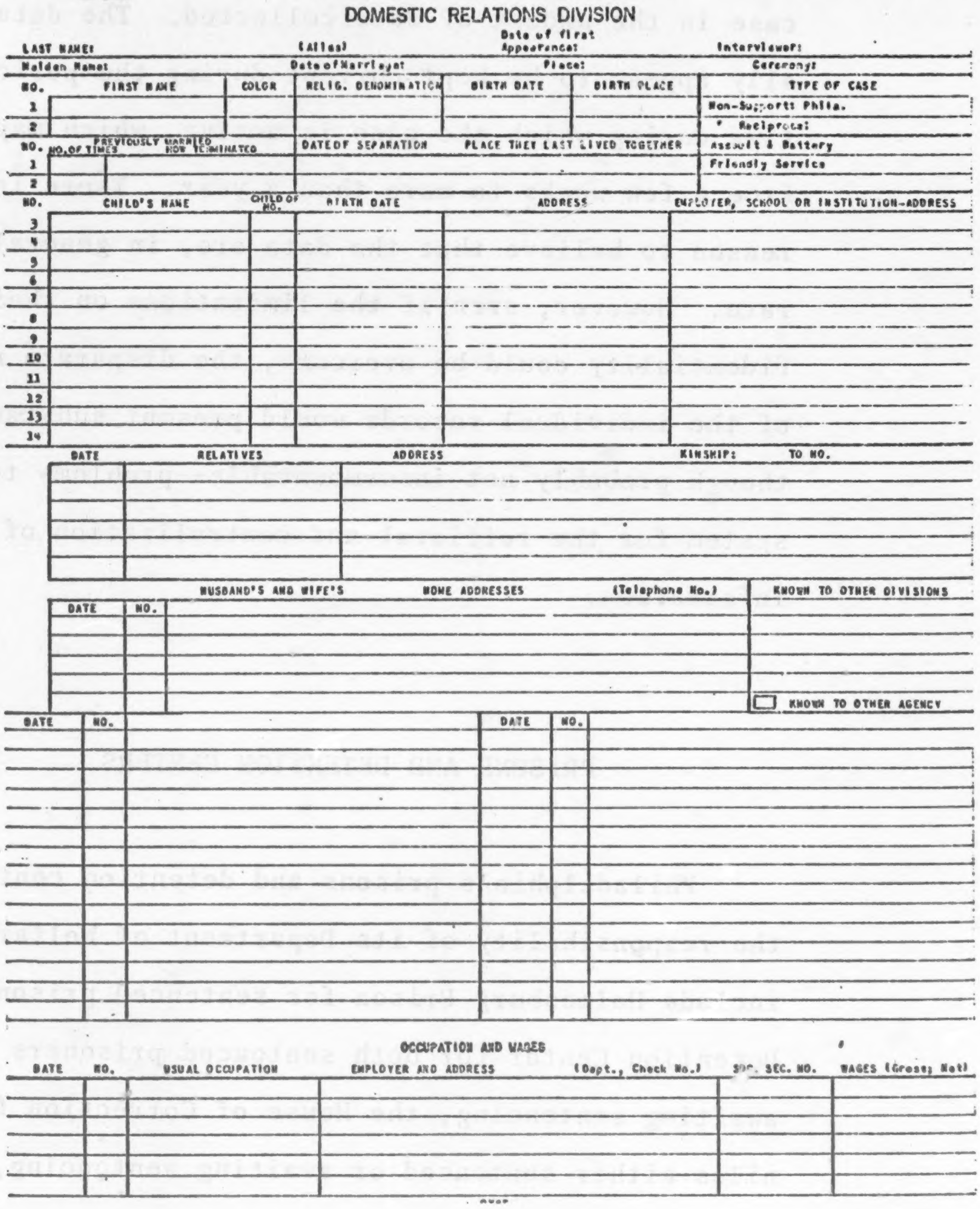
NOTE 1—ENTER WHETHER BOARDING HOUSE, FURNISHED ROOMS, UNFURNISHED ROOMS, TENEMENT, HOUSE (OWNED), HOUSE (BUYING), HOUSE (RENTED).
NOTE 2—ENTER NUMBER OF ROOMS USED BY CHILD'S FAMILY FOR LIVING PURPOSES, EXCLUSIVE OF ROOMS RENTED TO OUTSIDERS WHICH ARE NOT USED BY FAMILY.
NOTE 3—ENTER NUMBER OF PERSONS OCCUPYING THESE ROOMS.

No.	CHILDREN'S NAMES	CHILD OF NO.	DATE OF BIRTH	PLACE OF BIRTH	PLACE OF CHRISTENING	SCHOOL GRADE COMMENCED DATE GRADE COMPLETED	DATE LEFT SCHOOL	WORKING PAPERS	ADDRESS IF NOT WITH FAMILY
3									
4									
5									
6									
7									
8									
9									
10									
11									
12									
13									
14									

No.	RELATIVES	KINSHIP	TO No.	DATE	ADDRESS	CONTRIBUTION TO FAMILY INCOME

No.	NAME OF EMPLOYER	KIND OF BUSINESS	ADDRESS	OCCUPATION	TIME WORKED HERE FROM	TO	DEPARTMENT CHECK No.	WAGE AMT.	PER

Figure 30. The County Court of Philadelphia Form 1016: Juvenile Division.



m 1019

THE COUNTY COURT OF PHILADELPHIA
DOMESTIC RELATIONS DIVISION

LAST NAME: (Alias) Date of first Appearance: Interviewer:

Maiden Name: Date of Marriage: Place: Ceremony:

NO.	FIRST NAME	COLOR	RELIG. DENOMINATION	BIRTH DATE	BIRTH PLACE	TYPE OF CASE
1						Non-Support: Phila.
2						" Reciprocal:

NO.	PREVIOUSLY MARRIED NO. OF TIMES	HOW TERMINATED	DATE OF SEPARATION	PLACE THEY LAST LIVED TOGETHER	Assault & Battery
1					Friendly Service
2					

NO.	CHILD'S NAME	CHILD OF NO.	BIRTH DATE	ADDRESS	EMPLOYER, SCHOOL OR INSTITUTION-ADDRESS
3					
4					
5					
6					
7					
8					
9					
10					
11					
12					
13					
14					

DATE	RELATIVES	ADDRESS	KINSHIP:	TO NO.

DATE	NO.	HUSBAND'S AND WIFE'S HOME ADDRESSES (Telephone No.)	KNOWN TO OTHER DIVISIONS
			☐ KNOWN TO OTHER AGENCY

DATE	NO.		DATE	NO.	

OCCUPATION AND WAGES

DATE	NO.	USUAL OCCUPATION	EMPLOYER AND ADDRESS (Dept., Check No.)	SOC. SEC. NO.	WAGES (Gross; Net)

over

Figure 31. The County Court of Philadelphia
Form 1019: Domestic Relations Division.

in these two divisions there is variation from case to case in the amount of data collected. The data generally appear to be kept current during the period of time during which the case is active, which may last from a few weeks to more than a year. There is also reason to believe that the data are, in general, accurate. However, even if the limitations on their confidentiality could be overcome, the disparate nature of the individual records would present substantial--though probably not insurmountable--problems to any system for the retrieval and centralization of their information.

PRISONS AND DETENTION CENTERS

Philadelphia's prisons and detention centers are the responsibility of its Department of Welfare. They include Holmesburg Prison for sentenced prisoners, the Detention Center for both sentenced prisoners and those awaiting sentencing, the House of Correction for juveniles either sentenced or awaiting sentencing, and the Youth Study Center for special types of juvenile cases. In each of these agencies, detailed individual records of the prisoners and detentioners are maintained on standardized and well designed forms. But the relatively small number of persons involved--some 20,000 annually after the elimination of double counting--does not warrant a detailed discussion of these records here.

CHAPTER 7

HOUSING SERVICES AND LAND USE PLANNING

Statistics on an area's housing and on the uses of its land are essential to urban planning and economic analysis, for they are indicators of the nature and quality of the physical environment and of its status as an economic resource. But such statistics are also important as indicators of the residential location of manpower and of the environmental aspects of manpower problems.

The "North City," containing Philadelphia's largest concentration of blighted and substandard housing, was the obvious site of the city's earliest efforts at urban renewal and the equally obvious choice for the major efforts of both public and private renewal planning under the Model Cities program. More than one hundred millions of dollars in federal and local renewal funds have already been invested in, or allocated to, area projects which inevitably--and necessarily--have resulted in the destruction of block after block of the area's housing and other structures and the shifting of thousands of families to residences elsewhere. To be sure, many of these families have probably remained in or near the "North City;" but, even so, the extent of the population shifts and of their impact on area manpower are probably partly responsible for such statistics as the 1966 estimate of 100,000 persons residing in eighteen of the principally affected census tracts whose population was 142,000 in 1960 and 171,000 in 1950. This decrease in population might have been greater had not the emphasis in urban renewal during the last few years been placed more upon the rehabilitation of existing housing than on new demolitions and rebuilding.

The principal agencies with responsibilities for rehabilitation and other urban renewal activities are the Redevelopment Authority with the necessary power to condemn and purchase areas selected for renewal and to sell them to appropriate developers, the Philadelphia Housing Authority engaged in building and leasing public housing and in the rehabilitation and rental of individual houses, and the Philadelphia Housing Development Corporation whose responsibilities are particularly the restoration of existing houses and their rental or sale to low income families.

The focus of the present research on manpower information precludes any extensive investigation of the various types of environmental data apart from those indicative of residence, with the obvious exception of data on the characteristics of the residents themselves which may be acquired by the agencies concerned with physical environment in the course of performing their various functions.

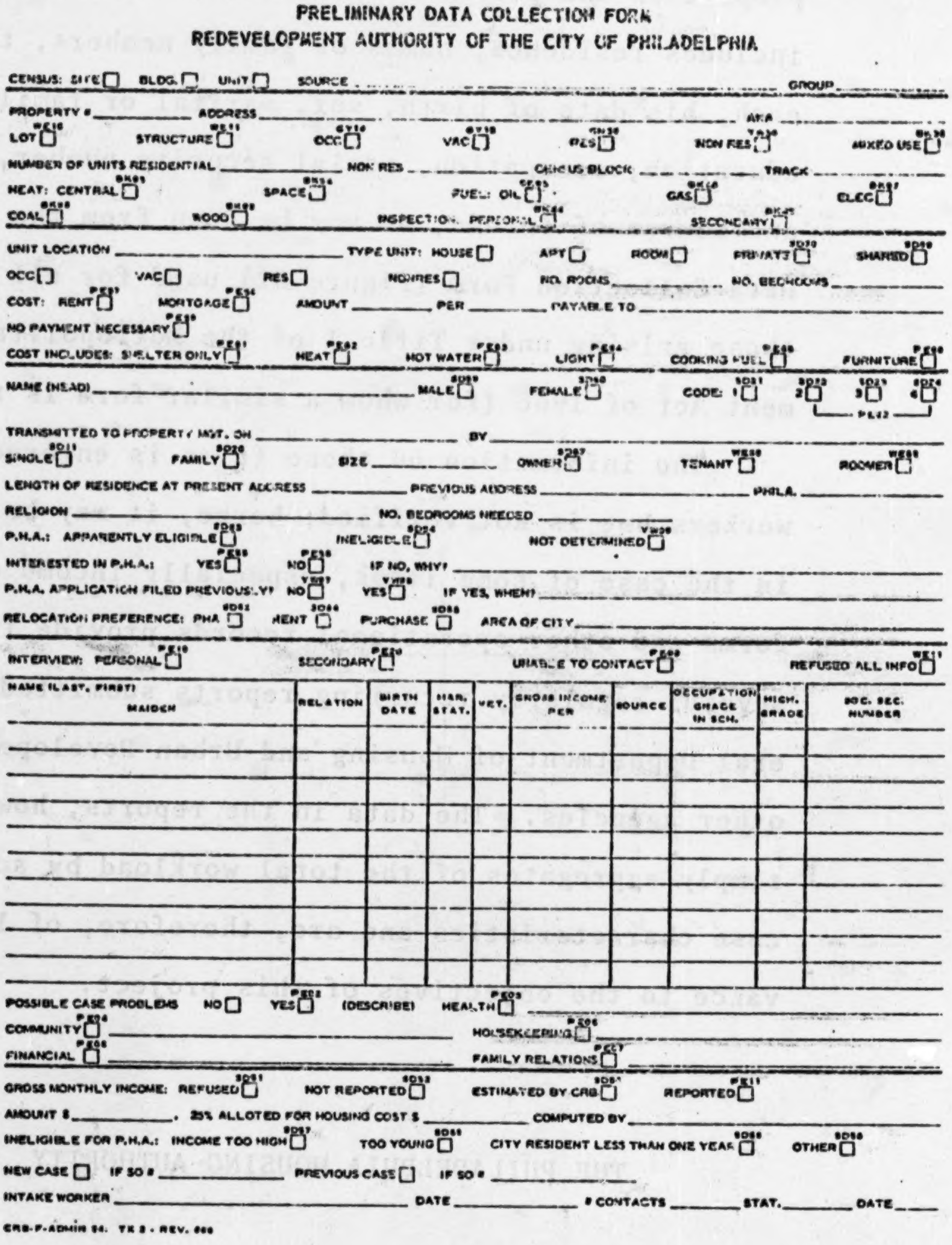
THE REDEVELOPMENT AUTHORITY

The responsibilities of the Redevelopment Authority cut across all phases of existing urban renewal programs. But its most important activity for the purposes of the present research lies in its Centralized Relocation Bureau which offers assistance to any families or businesses displaced by renewal programs in the city. During 1967, the Bureau dealt with more than 9,000 such cases. Its record keeping and data processing are centralized and fully automated and include files on both properties and persons. Information collected on families includes residence, names of family members, the age of each, his date of birth, sex, marital or family status, education, occupation, social security number, and amount and source of income, as may be seen from the Preliminary Data Collection Form (Figure 32) used for all cases except those arising under Title I of the Metropolitan Development Act of 1966 (for whom a similar form is required).

The information on these forms is entered by case workers but is not verified; hence, it may be unreliable in the case of some items, especially income data. The forms and other operational records provide the basis for several regularly recurring reports submitted to the federal Department of Housing and Urban Development and to other agencies. The data in the reports, however, are simply aggregates of the total workload by activity and case characteristics and are, therefore, of little relevance to the objectives of this project.

THE PHILADELPHIA HOUSING AUTHORITY

This organization currently maintains over 14,000 housing units for rent to low income families in various



PRELIMINARY DATA COLLECTION FORM
REDEVELOPMENT AUTHORITY OF THE CITY OF PHILADELPHIA

CENSUS: SITE ☐ BLDG. ☐ UNIT ☐ SOURCE ____ GROUP ____

PROPERTY # ____ ADDRESS ____ AKA ____

LOT ☐ STRUCTURE ☐ OCC ☐ VAC ☐ RES ☐ NON RES ☐ MIXED USE ☐

NUMBER OF UNITS RESIDENTIAL ____ NON RES ____ CENSUS BLOCK ____ TRACK ____

HEAT: CENTRAL ☐ SPACE ☐ FUEL: OIL ☐ GAS ☐ ELEC ☐

COAL ☐ WOOD ☐ INSPECTION: PERSONAL ☐ SECONDARY ☐

UNIT LOCATION ____ TYPE UNIT: HOUSE ☐ APT ☐ ROOM ☐ PRIVATE ☐ SHARED ☐

OCC ☐ VAC ☐ RES ☐ NONRES ☐ NO. ROOMS ____ NO. BEDROOMS ____

COST: RENT ☐ MORTGAGE ☐ AMOUNT ____ PER ____ PAYABLE TO ____

NO PAYMENT NECESSARY ☐

COST INCLUDES: SHELTER ONLY ☐ HEAT ☐ HOT WATER ☐ LIGHT ☐ COOKING FUEL ☐ FURNITURE ☐

NAME (HEAD) ____ MALE ☐ FEMALE ☐ CODE: 1 ☐ 2 ☐ 3 ☐ 4 ☐

TRANSMITTED TO PROPERTY MGT. ON ____ BY ____

SINGLE ☐ FAMILY ☐ SIZE ____ OWNER ☐ TENANT ☐ ROOMER ☐

LENGTH OF RESIDENCE AT PRESENT ADDRESS ____ PREVIOUS ADDRESS ____ PHILA. ____

RELIGION ____ NO. BEDROOMS NEEDED ____

P.H.A.: APPARENTLY ELIGIBLE ☐ INELIGIBLE ☐ NOT DETERMINED ☐

INTERESTED IN P.H.A.: YES ☐ NO ☐ IF NO, WHY? ____

P.H.A. APPLICATION FILED PREVIOUSLY? NO ☐ YES ☐ IF YES, WHEN? ____

RELOCATION PREFERENCE: PHA ☐ RENT ☐ PURCHASE ☐ AREA OF CITY ____

INTERVIEW: PERSONAL ☐ SECONDARY ☐ UNABLE TO CONTACT ☐ REFUSED ALL INFO ☐

NAME (LAST, FIRST) MAIDEN	RELATION	BIRTH DATE	MAR. STAT.	VET.	GROSS INCOME PER	SOURCE	OCCUPATION GRADE IN SCH.	HIGH. GRADE	SOC. SEC. NUMBER

POSSIBLE CASE PROBLEMS NO ☐ YES ☐ (DESCRIBE) HEALTH ☐ ____

COMMUNITY ☐ ____ HOUSEKEEPING ☐ ____

FINANCIAL ☐ ____ FAMILY RELATIONS ☐ ____

GROSS MONTHLY INCOME: REFUSED ☐ NOT REPORTED ☐ ESTIMATED BY CRB ☐ REPORTED ☐

AMOUNT $ ____. 25% ALLOTED FOR HOUSING COST $ ____ COMPUTED BY ____

INELIGIBLE FOR P.H.A.: INCOME TOO HIGH ☐ TOO YOUNG ☐ CITY RESIDENT LESS THAN ONE YEAR ☐ OTHER ☐

NEW CASE ☐ IF SO # ____ PREVIOUS CASE ☐ IF SO # ____

INTAKE WORKER ____ DATE ____ # CONTACTS ____ STAT. ____ DATE ____

CRB-F-ADMIN 54. TX 2 - REV. 000

Figure 32. The Philadelphia Redevelopment Authority Form TX 2: Preliminary Data Collection Form.

POOR ORIGINAL COPY - BEST AVAILABLE AT TIME FILMED

sections of the city. Of such units, there are approximately 3,500 in the "North City" neighborhood. Applications for them are submitted on form PHA-TS, which includes name, family status, sex, date of birth, occupation and social security number for all members of the family and, for the applicant himself, such additional information as present address, employment history over the last twelve months, amounts and sources of income, and other data on his health and handicaps when applicable. Similar data appear on Form PHA-1-1A, Application for Continued Occupancy. Hence, reasonably current information on the occupants of public housing could be provided if tabulations of the data on these forms were to be made.

THE REAL PROPERTY INVENTORY AND LOCATION INDEX

In cooperation with the City Planning Commission and other agencies, Philadelphia's Department of Finance administers a continuing detailed inventory of all real property in the city. It contains such information as address, block and census tract codes, tax identification number and assessment, building description, lot size, owner's name and address, and number of occupants for more than half a million parcels of land. The data are maintained in the city's Data Bank on various computer tapes, one of which is the Real Property Location Index, mentioned earlier in the discussion of the Public Schools' Data Bank as the basis for developing an address coding guide. Other files include tapes on building permits, vacant houses and lots, delinquent taxes, real estate accounts receivable, 1960 Census data on population and housing characteristics by census tract, and the Dun and Bradstreet Area Industrial Data Tape by firm name.

The Real Property Location Index is also available in book form, so that manual coding of addresses is possible. In addition, copies of the computer tapes containing the full collection of data of the real property inventory may be purchased for the costs of their reproduction. Current plans call for major augmentation of the city's computer capacity, the use of random access rather than tape files, "banking" of a much greater variety of data and development of improved systems for keeping the data current.

LAND USE RECORDS OF PUBLIC UTILITIES

In the process of providing water, electricity, gas, telephone and transportation services, the public utilities not only require land use data; they also generate them. Certain of the information so produced can be useful in verifying or supplementing data obtained from tax and other municipal records. In the instance of the School Board's data processing operations, the private contractor, Ide Associates (who was responsible for the block and tract coding of students' addresses), used the Philadelphia street-ordered telephone directory and the Philadelphia Electric Company's maps containing house numbers of properties receiving electric service in order to augment the information in the city's Location Index and to adapt it to meet his particular needs more efficiently. Indeed, utilities data may at times be more current than those derived from municipal records and hence offer additional advantages as supplements to the city's inventory. However, neither data on land parcels nor those on subscribers to public utilities are necessarily descriptive of all housing units, because many buildings, such as apartment houses, are occupied by many families. Still, such data remain of interest because, as has been observed, they are essential to the development of accurate address coding guides.

CHAPTER 8

OTHER SOURCES OF MANPOWER INFORMATION

The records of most of the agencies so far discussed offer large quantities of detailed information, but only on the relatively small segments of the population to whom the agencies supply their services. There are, however, other agencies whose functions are not conventionally thought of as "services" and which provide less detailed information on very large numbers of people. To be sure, data from these agencies can offer little to the description of an area's manpower problems; for they relate only to the most basic characteristics, such as age, sex, race, marital status, occupation and the like. But the relatively high order of completeness in their population coverage suggests the prospect of totals which, if tabulated, might serve as bench marks in statistical evaluations of representativeness in the data offered by the records of service providing agencies. Indeed, there is a distinct possibility that some of the data now to be discussed might even be superior in quality to census data themselves--if one may judge from the difficulties in obtaining complete coverage recently encountered in special censuses and surveys of the nation's poverty areas. It seems quite certain that as much as twenty percent or more of the "North City's" population in some age groups was missed by the 1960 census; and there is no indication at present that the relative number of individuals uncounted there will be any less in 1970.

LICENSES AND REGISTRATIONS

Voter Registrations

As registered for the election of November, 1968, Philadelphia's voters totaled 1,016,278--almost one half of the city's currently estimated population.

Registration to vote is accomplished through the completion of a Voter's Permanent Registration

Affidavit, a form that includes among its items of personal information the individual's name, address, occupation, color, date and place of birth, sex, length of residence in the state and in the voting district, and address from which he last registered and voted. Of these items, his name, address, occupation, color and year of birth are recorded on punch cards, along with information on the ward and voting division in which he is registered.

It is true that the data from voter registration records are variable in their currency. Registration need not be renewed if a person keeps the same residence and votes regularly; and, when a voter moves to another district, only his reregistration there or his failure to appear at the polls will guarantee his removal from the rolls of his former voting district. Moreover, classification difficulties might inhibit the production of occupational totals. But such difficulties could doubtless be resolved; and the combination of ward and voting division information with personal data on the punch cards would permit important and desirable tabulations by small areas. Above all, however, it is the sheer volume of the voter registration records that makes them a significant data resource: they represent the closest approximation to a current census of the city's adult population yet observed.

Motor Vehicle Operators' Licenses

Nearly a million Philadelphians are represented in the files and on the computer tapes of the State's Bureau of Motor Vehicles. Although an application for an operator's license includes only information on the person's name, address, sex and date of birth, the need for biennial reapplications and the legal requirement to report changes of address ensure a much greater degree of currency than may be expected in the records on voter registration. Yet the data could not be tabulated for areas such as the "North City" unless computers were to be used to match addresses with census tract codes.

Marriage and Other Licenses

Of all the records associated with the issuance of licenses by the city of Philadelphia, only those related to marriages appear to have any substantial significance as a source of population data. As submitted to the Clerk of the Orphans' Court, a marriage license application contains the name, residence, occupation, date and place of birth, race and prior marriage (if any) of both parties to the marriage and the names, addresses, occupations and birthplaces of their several parents.

Selective Service Registrations

Data acquired and maintained by the local draft boards on males between the ages of eighteen and thirty-five might be suspected as a significant source of information on this segment of the population; but such is not the case. A principal difficulty is that a registrant does not change draft boards when he changes his place of residence. Nor would this be the only problem to be dealt with; there would also be problems of completeness and currency of data--it is well known that many registrants fail to comply with the legal requirement to advise their draft boards of changes of address and status. Finally, even if the registration data could be secured for a particular area's residents, the release of such information would be barred by the confidentiality restrictions imposed by the Selective Service System.

INCOME AND WAGE TAX DATA

Federal income tax returns and other related records obviously offer yet another major potential source of information on an area's residents. An individual income tax return need hardly be described; it contains significant information on individuals' names and addresses, the names and addresses of their employers, their marital status, their dependents, their social security numbers, and the amounts, categories and sources of their taxable incomes. Some of these data are also to be found on the W-2 forms furnished by employers at the end of each year. But any realization of the data potential inherent in these records does not appear likely in the immediate future because of the many problems which must first be resolved in the determination of a federal policy on the release of such information to local data banks--or even to national ones.

Philadelphia's City Wage Tax, however, offers a strictly local source of income data in the form of the records completed by employers on tax withholdings from their employees' wages or salaries. The tax itself is applicable to all residents of the city wherever their place of work and to non-residents if they are employed within the city; but tax withholding is a requirement only for local employers who withhold taxes from their employees' gross wages at the time of payment and remit them monthly (or quarterly if total payroll deductions do not exceed fifty dollars) along with forms indicating total employment and compensation paid. Only at the year's end, of course, are individual employment and tax records prepared. The individual record submitted by the employer is the form W-1-S which is essentially the same in format as the federal W-2 and contains the employer's name and address and the employee's name, address, social security number, marital status, total wages received during the year, federal and city tax withheld and the first or final date of employment that has not extended through the entire year. These forms are filed alphabetically by employer, retained for one year for reference purposes, and then destroyed.

Approximately 1,100,000 W-1-S forms are filed annually under more than 43,000 employer accounts. Any tabulation of their data for "North City" residents would, of course, require coding of employees' addresses as well as card punching of the information recorded on the forms. Record matching by social security number would also be necessary in cases of employment of an individual by more than one employer during the year. Such data processing is entirely feasible technologically; but the expense of it, as compared with the potential usefulness of the information that would be acquired, would make the Philadelphia City Wage Tax records an unlikely source of area income data at the present time.

OTHER FEDERAL AGENCIES

As has been noticed in the instances of Selective Service and income tax records, the availability of data from federal agencies is dependent on the resolution of problems of confidentiality restrictions and of national statistical policy with respect to data-sharing arrangements and the creation of data banks. Current Congressional opposition to any proposals for the assembly of such data makes it unlikely that they can be provided for small areas from federal records in the near future. Even so, it should be observed that the records of the Social Security Administration on the individuals receiving retirement benefits and Medicare coverage constitute so nearly a census of the nation's aged population as to have recently caused upward revisions of estimates of the total number of persons now in this group. And data from the Veterans Administration, with its millions of insurance policy holders and recipients of medical and pension benefits, must also be kept in mind as a possible resource of major significance.

BUSINESS FIRMS AND OTHER PRIVATE AGENCIES

Perhaps the nearest approximation to data banks of individual and family information in the Philadelphia area is to be found in the records of the major credit rating and reporting agencies. While the existence of the records and the efficiency of the systems with which to retrieve information from them are known, it is impossible at present to consider them as a statistical resource. The confidentiality of the agencies' information and the agencies' desire to avoid government regulation of their activities has made the credit rating firms increasingly secretive about their operations; and the project's attempts to investigate their procedures and the types of data they collect have met a complete, if not unfriendly, rebuff.

The employee personnel records maintained by individual business firms and most other employers contain substantial amounts of data on the members of an area's work force. But the only information available from those records is that which appears in the many reports required of employers by government agencies, such as the regularly recurring reports of tax withholdings already mentioned, with their totals of employment, wages and other data. Such totals reflect employment only by location of place of work (sometimes merely by location of company headquarters, when a firm's activities are scattered) and not by residence. Thus, any compilation of information on the employed members of the "North City" population would require their separate identification in the reports of employers throughout the area in which commuting to work is possible. It seems almost unnecessary to point out that the clerical burdens entailed in such identifications of residence would be intolerable when compounded with the statistical efforts already required of employers.

It is highly probable, therefore, that if industrial and occupational totals of "North City" employment are to be provided by any means other than special surveys, they must be derived from the information contained in the many records already present in the files of the manpower service agencies discussed earlier in this inventory.

CHAPTER 9

POSTSCRIPT

Three major findings emerge from the present inventory of manpower data resources in Philadelphia. One is the obvious fact that truly massive amounts of information on manpower in the "North City" poverty area are present in the files of the local agencies. All but the most recent arrivals in the neighborhood must surely be represented in the files of one agency or another. The second finding is the equally obvious and highly unfortunate fact that almost none of these voluminous data are currently tabulated.

The limited resources of the present research have made it necessary to concentrate upon agencies with well standardized procedures for the collection and maintenance of information and upon records that contain large quantities of data. It is entirely possible that these data may still be insufficient fully to indicate and clarify the critical problems of employment and employability that are faced by the residents of poverty neighborhoods. Despite the quantity of the records already observed by this project, there are doubtless many other types of significant data hidden in the files of the agencies here discussed and of others as well. Counseling records, in particular, in the schools and in employment and welfare agencies, are among the resources inadequately considered here: their relatively small amounts of information might provide major insights into manpower problems and the limitations of current manpower programs.

The absence of summary measures of the information contained in the files of the agencies dealt with in this study--that is, the totals, averages and other ratios which would constitute numerical descriptions of specific manpower characteristics and problems--and the lack of corresponding information independently derived for use in determinations of the accuracy and representativeness of such summary measures prevent more than a cursory appraisal of the adequacy of the data described. Those evaluations that have been possible, however, show many similarities among agencies in both the types of information collected and in the problems to be encountered in attempts to translate them into usable form.

These similarities imply common requirements for manpower information, common problems to be resolved in obtaining it, and common needs for interagency sharing of resources in the development of jointly administered data systems. That such systems can be developed has been shown by the one instance of detailed poverty-area tabulations provided by the public schools' data bank. The obviously necessary next steps are the modification and improvement of such operations on a multiple agency basis--and the demonstrated feasibility of taking these steps in the near future is, indeed, the third and happiest major finding of this research.

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LIST OF PUBLICATIONS

	Price	
The Role of the Secondary School in the Preparation of Youth for Employment, Jacob J. Kaufman, Carl J. Schaefer, Morgan V. Lewis, David W. Stevens, and Elaine W. House, February 1967, 339 pp.	$2.00	0
A Community Organizes for Action: A Case Study of the Mon-Yough Region in Pennsylvania, Robert W. Avery and Herbert A. Chesler, July 1967, 105 pp.	1.00	0
The Development and Utilization of Human Resources: A Guide for Research, Jacob J. Kaufman, Grant N. Farr, and John C. Shearer, July 1967, 77 pp.	1.00	0
The Potential of Vocational Education: Observations and Conclusions, Jacob J. Kaufman and Morgan V. Lewis, May 1968, 134 pp.	2.00	0
The School Environment and Programs for Dropouts, Jacob J. Kaufman and Morgan V. Lewis, August 1968, 134 pp.	2.00	0
A Cost-Effectiveness Study of Vocational Education, Jacob J. Kaufman Teh-wei Hu, Maw Lin Lee, and Ernst W. Stromsdorfer, March 1969, 330 pp.	5.00	0
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Manpower Information for Urban Poverty Areas, Louis Levine and John Herbert Norton, 1969, 268 pp.	3.00	
The Potential For Human Resources and Economic Growth in a Declining Local Community, Louis Levine, George Walter, Kenneth Masters, Alice Warne, and Terry Foran (forthcoming).	4.00	